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ABSTRACT

This report identifies key management issues for senior managers and heads of cleaning departments in developing and reviewing cleaning services to support improvement and enhance cost effectiveness. The cleaning costs incurred by higher education institutions (HEIs) represent 2.7 percent of the total spent nationally on cleaning services for both public and private sector organizations. This report is based on data from 70 universities and colleges and various organizations across the United Kingdom which assessed issues facing cleaning services. Overall, challenges facing cleaning managers are not unique to HEIs. The sector does not have an agreed set of quality management methodologies, mechanisms for sharing good practice, or operational performance standards, as promulgated by the British Institute of Cleaning Services. No forum exists for managers responsible for cleaning and associated services to share best practice within the sector. The lack of a professional representative body for cleaning managers in the sector compounds a lack of innovation, benchmarking, and quality systems in cleaning services. Institutions have a wide range of approaches to the management, funding, and setting of quality standards. There is little integration between the provision of cleaning and other activities of HEIs and between the residential and nonresidential cleaning services. Recommendations for sectors and individual institutions are presented. (SM)

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The UK Value for Money Steering Group

Cleaning management in higher education

Value for money study

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Cleaning management in higher education

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Foreword

The challenges faced by cleaning services managers in higher education institutions are not unique. However, for the HE sector in particular, these challenges are characterised by the adoption of a wide range of approaches to the management, funding and setting of quality standards for cleaning services.

Overall, the management of cleaning services in universities and colleges is undertaken in a cost-effective and efficient manner. However, the experience of one institution (summarised below) highlights some of the common problems faced by the HE sector:

- few opportunities to establish common standards for cleaning
- a lack of training opportunities for cleaning staff, who also experience low morale
- high levels of cleaning staff turnover and absence
- no evidence of quality assessments
- little customer contact
- absence of service level agreements.

To support the continued development of cleaning services, this value for money study has identified some important findings and recommendations for cleaning services, using the EFQM Business Excellence Model as a framework.

For the sector as a whole, the study recommends the adoption of recognised national standards for cleaning in HEIs, the creation of a national representative body for managerial staff, and the development of key performance indicators for cleaning services.

We commend the report to HEIs and hope that it will help senior managers to develop economic, efficient, and effective processes for cleaning services.

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Executive summary

Introduction

This report identifies the key management issues for senior managers and heads of cleaning services in developing and reviewing cleaning services, to support continuous improvement and provide value for money. The cleaning costs incurred by higher education institutions (HEIs) represent 2.7% of the total spent nationally on cleaning services for both public and private sector organisations. On average £245 million is spent per annum in HEIs on cleaning services, involving approximately 40,000 staff.

The report is based on a study carried out with the involvement of 70 universities and colleges and a number of organisations across the UK. The Expert Working Group (EWG) consulted with other public sector organisations, contract-cleaning providers, professional associations, and government funded bodies to gain a detailed perspective of the issues facing cleaning services.

Key findings

Anecdotal evidence, supported by some sector research, suggests that cleaning influences important aspects of an institution's success, whether it is the recruitment of students, student retention, or the delivery of a clean and safe environment for students, staff, and visitors. This role needs to be recognised.

Within the HE sector the management of cleaning services may be characterised as follows:

Challenges. The challenges faced by cleaning managers in the sector are NOT unique to HEIs.

Quality and standards. The sector does not have an agreed set of quality management methodologies (such as Best Value), mechanisms for sharing good practice, or operational performance standards, as promulgated by the British Institute of Cleaning Science (BICS).

Networking. No forum exists for managers responsible for cleaning and associated services to share best practice within the sector. Innovations in new technology, working differently, and the management of change are undertaken in isolation from other HEIs, with the inherent inefficiencies this creates.

Professional body. The lack of a professional representative body for cleaning managers in the sector has compounded a lack of innovation, benchmarking, and quality systems in cleaning services.

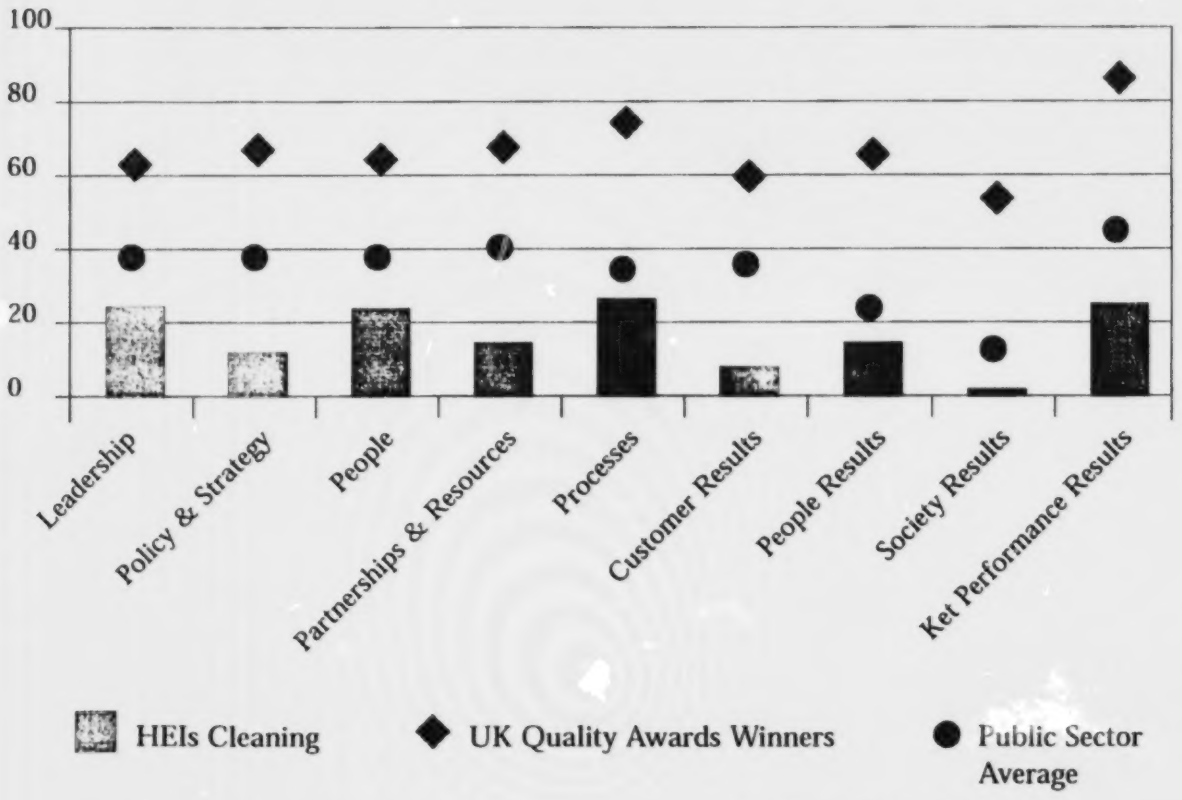
Approaches. Institutions have a wide range of approaches to the management, funding, and setting of quality standards. There is evidence that residential cleaning has developed a more structured approach to management than non-residential cleaning.

Integration within the HEI. There is a lack of integration between the provision of cleaning and other activities of HEIs.

Integration between residences and non-residences. There is a lack of integration in many cases between the residential and non-residential cleaning services.

EFQM score for cleaning services in HEIs. The results of scoring the HEIs against the Excellence Model's nine criteria are shown below. The challenge for the sector will be to discuss openly the findings of this study, take on board its recommendations, and gain ownership in all institutions of the national and institutional action plans that can be derived from this study.

Figure 1 EFQM score for cleaning services in HEIs



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When looking at these data it must be emphasised that a lack of structured management information on the performance of cleaning in HEIs, and the omission of any agreed targets supported by historical performance data, have a major impact on the scores applied to each criteria. With more resources and a longer time scale, a more accurate picture of current performance could have been obtained. Once national key performance data and targets are agreed and collected on a regular basis, the results for the service will be more accurately defined.

Key recommendations

To address the issues identified by the study, the following recommendations are made:

Sector-wide

- The sector should adopt national standards for cleaning in HEIs.
- Cleaning managers should create a national representative body for managerial staff allied to existing cleaning professional groups.
- The proposed representative body of managers should create a national set of key performance indicators for cleaning services. These should be produced annually. Once in place the data can be used by institutions and funding bodies for benchmarking.

Individual institutions

- Institutions should develop internal mechanisms for the dissemination of best practice between residential and non-residential cleaning management.
- The senior manager responsible for non-academic services should develop a policy for the institution's support services which integrates with the corporate plan and which demonstrates value for money.
- The institution should implement an appropriate quality management system, ideally nationally or internationally recognised, which demonstrates continuous improvement.

Structure of the report

This report is designed to be accessible to all levels of management within HEIs.

Section 1 focuses on strategic issues and will be of particular interest to senior managers. There are recommendations on areas for review that will require the attention of, for example, directors of finance,

human resources, estates and support services. It examines the overall operational results of cleaning in HEIs, with information on performance indicators and ratios such as cleaning costs per square metre, and the key internal processes that contribute to the delivery of an effective service, such as productivity rates and supplier quality.

The whole report, including case studies and the national standards checklists on the web, will be of interest to operational managers. Section 2 in particular focuses on the practical issues of delivering cleaning services, drawing on research and existing good practice.

The work of this study is being extended through the launch of an association for managers responsible for delivering cleaning and support services in HEIs; and a continuing dialogue with the national cleaning industry.

1. Results

1.1 Key performance results for residential and non-residential cleaning services

This section examines the overall operational results of cleaning in HEIs. It reviews performance indicators and ratios such as cleaning costs per square metre and cost of cleaning in residences. It also measures the key internal processes which directly contribute to the delivery of the cleaning service, such as productivity rates and supplier quality.

The number of complete questionnaires informing this section is:

47 – for residential cleaning

54 – for non-residential cleaning.

Non-residential costs

The intention was to draw comparisons between each of the cost areas, based upon the total square metres cleaned. The information on the size of premises provided by 54 institutions was found to be inaccurate when compared with other space data provide by the same institutions to HEFCE's Estates Management Statistics (EMS) database. In addition, many discrepancies were identified in the costs given in the questionnaire responses. The sector performance standards in Table 1 have been identified, therefore, using the EMS cost data for cleaning services.

Table 1 Non-residential cleaning costs per square metre in HEIs (based on EMS data)

	1998-99	1999-2000	2000-01
Upper quartile	£10.84	£10.24	£10.42
Median	£7.92	£7.96	£8.05
Lower quartile	£6.52	£6.64	£6.12
Variability ratio*	40%	35%	41%
Mean	£8.89	£8.60	£8.70
Number of responding institutions	108	121	134

* Shows the variation in results, as a percentage: high figures=high variability.

It is recommended that, when data are collected for EMS, a dialogue takes place between the cleaning specialists and the person responsible for gathering the information, to ensure a consistent approach is adopted.

Comparison with industry best value

Table 2 presents the current sector performance compared with the BICS best value guide. None of the figures from the sector are directly comparable due to the elements of profit and overhead attributed by external contractors. However, the comparisons can provide a guide to sector financial performance.

The study showed that most training was provided in-house. It is therefore not surprising that the investment in this appears low. To achieve a more meaningful comparison with other sectors, HEIs should make an allowance for investment in in-house training. When compared with the cleaning sector as a whole, HEIs appear to be under-investing in training non-residential cleaning staff.

The investment in domestic equipment is in line with the sector average. However most institutions reported that equipment was replaced 'as and when required'. There was little evidence of life-cycle costing methods being applied.

Table 2 Comparison of cleaning costs in HE and BICS best value (% of total)

Criteria	BICS Best Value Guide (%)	HE sector performance: non-residences (%)	HE sector performance: residences (%)
Site-based labour costs (including absence cover, National Insurance etc)	65-75	84	77
Non site-based management & supervision	3-5	n/a	n/a
Equipment – depreciation and maintenance	3-5	4	5
Cleaning materials (consumables are usually on top of the contract price)	2.5-4	7 (11 including consumables)	7 (10 including consumables)
Personal protective equipment	0.5-1	1	3
Training	1-2.5	0.5	4
Transport	n/a	1	1
Overheads (including head office costs, shared support etc)	9-20	n/a	n/a
Operating surplus	4-10 (average 6)	n/a	n/a

Source: 'A guide to standards, specifications and productivity rates for best value in building cleaning', BICS.

It is interesting to note from Table 2 that both residential and non-residential cleaning spend the same amounts on cleaning chemicals and materials. There are major differences in the investment in training and uniforms. Residential operations invest 10 times the amount on these activities compared with the equivalent non-residential cleaning operations. This is not unexpected when considering that residential operations are often managed by the 'commercially' focused business departments within HEIs.

Residential cleaning costs

For residential cleaning, performance data are gathered annually from the 70 members of CUBO (Conference of University Business Officers). However, these report on total costs including security and wardens' labour costs. Therefore, for the range of costs identified per square metre the study has used the EMS data.

Table 3 Residential cleaning costs per square metre in HEIs, using EMS data

Student residences	1998-99	1999-2000	2000-01
Upper quartile	£15.00	£15.25	£16.77
Median	£10.97	£10.58	£11.86
Lower quartile	£6.72	£7.82	£7.61
Variability ratio*	55%	49%	55%
Mean	£11.22	£12.08	£12.66
Number of responding institutions	95	107	114

* Shows the variation in results, as a percentage: high figures=high variability.

Residential compared with non-residential cleaning

When compared with the non-residential data (Table 1) it is interesting to note that the variability ratio in student residences is 15% higher. The figures for residential cleaning costs (Table 3) report a range between the lowest and highest quartiles amounting to over £9 per square metre for the year 2000-01. The corresponding inter-quartile range for non-residential cleaning costs is £4 per square metre (Table 1).

The study indicated a wide range of cleaning frequencies in student halls. In 66% of the institutions responding, student rooms are cleaned every week in catered halls. This falls to 25% in self-catered residences. Some institutions reported cleaning bedrooms daily, whilst others undertook an annual clean after students had left.

A number of factors influence this diversity of approaches, including:

- the level of rents charged to students, reflecting service levels

- the need to keep bedroom accommodation well maintained to support conference activity out of term time
- the age and design of student residences.

As with the non-residential costs for cleaning, it is recommended that a dialogue take place between the cleaning specialists and the person responsible for gathering the institutional EMS data to ensure that a consistent approach is adopted. A change to the way in which CUBO collates its data for student residences is recommended to enable a separate analysis to be made of the different service costs, including cleaning.

Action plan for key performance results (1.1)

It is recommended that:

- the cleaning specialists and the person responsible in an institution for the EMS data should work together to ensure that a consistent approach is adopted to reporting and gathering information, both in residential and non-residential cleaning
- groups which work to collate data for the sector, such as CUBO or the new cleaning representative body, should adopt methodologies to enable accurate cost comparisons to be made.

Draft key performance indicators

The study identified potential key performance indicators for each of the results criteria. These are presented here to form the basis of a more detailed consultation process with sector managers. The study recommends that a process be initiated at the first national conference, which will lead to an agreement on:

- the set of performance indicators
- the definitions to be applied
- the process for collating the information
- the frequency of reporting on the sector key performance indicators
- an exploration of the relationship between the EMS and CUBO performance indicator studies, to avoid duplication.

The suggested key performance indicators are:

Key performance results (1.1):

- cost of cleaning per bed space
- total number of cleaning hours per bed space
- cost of cleaning per square metre
- total number of cleaning hours per square metre
- and as a % of total expenditure the following:
  - cleaning materials
  - consumables
  - equipment – depreciation and maintenance
  - labour cost
  - personal protective equipment
  - training cost
  - transport.

Customer results – for students, staff and visitors (1.2):

- percentage of HEIs measuring customer satisfaction in cleaning services provision, for residential and non-residential premises
- percentage of overall satisfaction with the cleaning service from customers.

People results (1.3):

- satisfaction ratings and importance given by employees regarding experience at work
- average spend on training per full-time equivalent (FTE) employee (including value of in-house training)
- percentage of staff absence (broken down into certificated and non-certificated)
- accident levels (including breakdown of reportable accidents)
- staff turnover.

Society results (1.4):

- awaiting the outcome of the Higher Education Partnership for Sustainability project for society key performance indicators.

1.2 Customer results

This section considers the way cleaning providers interact with their customer groups, and obtain and measure customer feedback.

The number of questionnaires informing this section is:

41 – residential customer results

49 – non-residential customer results.

Although much information is gathered by HEIs on staff and student satisfaction concerning residential and non-residential cleaning, none of this is collated nationally.

Customer groups

Traditional customer groups within the sector are:

- staff and students using teaching and office accommodation
- students using residential accommodation
- staff in support services such as catering
- special needs groups, such as users of laboratories and sports facilities
- business visitors – conference delegates, vacation accommodation
- recruitment visitors – potential students, parents.

Feedback mechanisms

Almost all institutions obtained feedback about their cleaning service from university/college staff, and from students in residential accommodation. Only a quarter of the respondents asked students their views about the cleaning service in non-residential accommodation. For conference facilities that are used in vacation time and all year round, every institution provided comment cards for delegates. From this we can deduce that customer feedback is less likely to influence the development of non-residential cleaning services than residential.

Using feedback analysis

Customer feedback is used for a number of different purposes:

- firstly, to monitor service performance and provide feedback information to service staff

- secondly, some managers use their survey results to highlight to their institutions the need to adjust frequencies and service levels. In residential cleaning services, unlike non-residential cleaning, the feedback helped establish training needs and business planning priorities.

Action plan for customer results (1.2)

It is recommended that:

- institutions ensure that all appropriate customers of the service are asked for feedback
- surveys are undertaken annually, and that it would be beneficial for focus groups to meet more frequently
- institutions should undertake periodic surveys of the student community to obtain their views on cleaning and other support services provision.

1.3 People results

People resources are often recognised as an organisation's most important asset, and their effective management is a key to successful business results. This section is therefore important to understand how people results are currently being measured in the sector. The number of complete questionnaires informing this section is 35.

Feedback methods

Most institutions ask their staff for feedback on university and departmental issues as well as their personal satisfaction. A range of different methods are used to obtain these views from staff, which are listed in Table 4.

Table 4 Comparison of different feedback methods

Type of feedback	Advantages	Ideal frequency
Team briefings	Regular two-way communication forum with supervisory staff	4-6 weeks
Walkabouts	Daily contact with staff to air any issues	Daily by supervisory staff
Away-days	Good opportunity for management staff to facilitate strategic planning	6-12 months
Appraisals/job chats	Formal opportunity for the member of staff to express views on their performance and training	Annually
Feedback from focus groups	Representative sample of staff can express their views about any aspect of the service	3 months
Staff surveys	Good opportunity to get staff views on any aspect of the service and to compare with previous year's data	Annually

The two most popular subjects in staff surveys were:

- the effectiveness of communication
- dissemination of institutional values and objectives.

Few institutions ask their cleaning staff about how empowered they feel.

People performance measures

The performance of cleaning services can be measured by a number of different people-related measures, highlighted in Table 5. The most common of these are sickness and accident levels, as well as recruitment and staff turnover data. These data are used to identify training needs and to compare with historical data to determine trends. They can be used to benchmark with other service areas within the institution as well as across the sector.

Table 5 Different measures for performance of people

Performance data recorded	Comment	Recommended reporting frequency
Sickness	Record all short-term and long-term, certified and uncertified sickness or absence	Monthly
Accident levels	Include actual accidents, near misses and RIDDOR* reportable	3 months
Staff turnover	Record staff leaving out of total number of staff. Also document reasons for leaving	3 -12 months
Number of vacancies	Posts not FTEs	3 months
Number of training days	Number of FTE training days	3 months
Productivity levels	Comparison of actual time taken to carry out a specified task compared to a time calculated using a standard	3 months
Response to staff survey	Percentage return of staff surveys, to ensure they are effective	As appropriate

* Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995.

Results of staff feedback

Most institutions were aware of employees' views on key factors affecting their motivation and satisfaction. Unsurprisingly, pay and conditions were the top two factors, followed by satisfaction with training, working and health & safety conditions. Most institutions that had trend data found that their staff satisfaction levels had improved over the past three years. More research is needed to ascertain why this is. Although many managers perceive that staff are in control of their working day, arguably staff are not given as much freedom as they could be.

Action plan for people results (1.3)

It is recommended that:

- people-oriented performance measures should be recorded in each institution
- over time, standard definitions of these terms should be agreed so that national benchmarking can be carried out.

1.4 Society results

This section considers the impact of cleaning providers on the local, regional and national community. This will include, for example, employment and issues around sustainability and waste management.

The number of complete questionnaires informing this section is 29.

Key stakeholders and feedback methods

The study identified local and regional government agencies (such as Environmental Health), and suppliers as the key stakeholders concerning society issues. Others include:

- the local community and residents
- the business community
- heads of departments/deans
- colleagues and university senior management
- the students union and sports centre
- visitors and parents.

Communication usually takes place:

- at one-off meetings
- via surveys
- in face to face sessions.

Identified issues

Perceptions on how cleaning services impact on society can be summarised as follows:

- being a good employer
- a good supporter of the environment

- a good customer of suppliers
- a good contributor to community projects.

These are emphasised by the most commonly raised issues during stakeholder feedback, which are:

- recycling
- waste management
- external cleanliness
- supplier delivery times, which may impact on local residents
- being a responsible employer in the community.

Of these, recycling of waste and equipment (such as computers to local schools), and the number of local jobs created, were the most frequently measured results.

Issues concerning HEIs' response to environmental issues are being considered by the Higher Education Partnership for Sustainability (www.HEPS.org) and the Forum for the Future Group. HEPS is a collaboration between Forum for the Future and 18 UK HEIs. Its purpose is to help them deliver their own strategic objectives through a positive engagement with the sustainable development agenda, and to share that experience across the sector. This is a three-year UK-wide initiative involving all four Funding Councils. HEPS is scheduled to deliver its final report in December 2003.

The programme has identified the significant contribution HEIs can make towards sustainable development through their key roles as:

- places of learning and research, forming and informing the leaders and decision-makers of the future
- major businesses, where prudent use of resources not only saves money but safeguards reputations
- key community players – as employers, purchasers and amenity providers with a major impact on the wider world of influential ideas and technological development.

As part of the activity, the report will offer appropriate reporting tools and key performance indicators for the sector. For this reason, this study has not put forward proposals for such indicators.

Using feedback analysis

Views gathered from stakeholders in society, such as local residents, are most generally used to provide feedback to staff employed in the service and to monitor performance of certain contracts, for example supplier delivery times.

Some institutions use this feedback to influence policy development and internal service level agreements. An example of stakeholders' feedback influencing departmental policy is given below.

Stakeholders' feedback

In response to local residents' concerns about litter, the work of the portering team was changed to include cleaning up rubbish from the roads and pavements surrounding the halls of residence.

This resulted in fewer complaints from local residents and an improved environment for students and residents alike.

Action plan for society results (1.4)

It is recommended that:

- the relevant key performance indicators arising out of the HEPS project are adopted
- the regional procurement consortia continue to ensure sustainability issues are considered in full when specifying contracts for domestic supplies and services
- more work is undertaken to establish best practice in the sector with respect to relations between local communities and service departments within HEIs.

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2. Enablers

2.1 Leadership enablers

This section is concerned with the way that cleaning managers:

- facilitate the development and achievement of the institution's mission and vision
- establish the values required for the long-term success of cleaning services
- promote those values through appropriate actions and behaviours
- take responsibility for creating a clear purpose, setting quality standards and organisational objectives for cleaning services
- provide the necessary structures and management systems to ensure the implementation and delivery of effective, efficient, and economic cleaning services
- demonstrate personal involvement in these services.

As up to 80% of cleaning budgets are allocated to staffing, it is vital that cleaning managers in HEIs have the necessary skills and practical knowledge to manage and communicate with their staff.

The number of complete questionnaires informing this section is 41.

Awareness and ownership

The study showed that most cleaning managers have an awareness of the institution's mission statement, plans, and corporate objectives. This is important when considering how their department aligns its service to that of the institution. The study highlighted that awareness levels reduced to 50% amongst manual staff. It is important for all HEI staff to have ownership of the institution's mission, values, and objectives.

The study suggests that more work is required in this area for managers and their staff, if their full potential to contribute to the organisation is to be developed. Schemes such as Investors in People can assist organisations in adopting frameworks to disseminate this information. This approach is currently being endorsed by HEFCE's initiative on developing and rewarding staff in higher education.

Developing a local statement

Effective communication of the institution's mission has been achieved in a variety of ways. This includes the development of departmental mission statements that align the service to the institution's mission. An example of one such statement is shown below.

Departmental mission statement

The section's mission is to provide a highly proficient, motivated and effective workforce, which is committed to providing a high standard of cleaning services in university buildings, thereby assisting the core business of the university; and to create an environment which is conducive to work, and aesthetically pleasing for university students, employees and visitors.

Twenty cleaning organisations indicated that they had a departmental mission or vision statement. Managers were involved in the development of these.

Communication

Institutional and local statements can be communicated to staff through, for example, team briefings, induction processes, and newsletters. Few cleaning organisations have a written communication strategy to support the effective dissemination of relevant information.

Networks and developing

Managers have identified membership of various groups from a list of 17 external professional bodies. The top three were:

- Hotel, Catering and International Management Association (HCIMA) www.hcima.org.uk
- British Institute of Facilities Management (BIFM) www.bifm.org.uk
- British Institute of Cleaning Science (BICS) www.bics.org.uk

Most were members of their regional purchasing consortium. The consortia generally provide the only formal opportunity for managers from different HEIs to have a dialogue.

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Management systems

A holistic approach is required by cleaning services to ensure that the elements within planning, processes, resource management, people management and customer management are jointly developed, and support the corporate plans of the institution. Reference should be made to the action plans listed in each of the enabler sections in this report (sections 2.1-2.5).

Management skills

Nationally over 50% of managers and supervisors have no formal qualifications as shown by the CINTO research (see 'People enablers' below). For the HE sector the money invested in training for this group of staff in non-residential operations is reported to be extremely low. An opportunity exists for this to be addressed using the additional funding available through HEFCE's rewarding and developing staff initiative. One institution implemented a management development programme for its key team leaders funded by this initiative. Benefits derived included greater understanding of their role as a leader, developing a vision for their service, and improving communication techniques.

Responsibilities for health & safety

A cleaning service should express an intention to achieve its mission within a safe and healthy environment for staff and customers. As a minimum, it should ensure legal compliance at all times by establishing systems and procedures, which reflect current best practice, and should operate within the framework of the institution's policy statement on health, safety, and welfare.

Action plan for leadership enablers (2.1)

The study showed that managers believed that the culture of the cleaning organisation is best supported by the following managerial actions:

- demonstrating a commitment to training and development (for example through Investors in People)
- leading by example
- recognising the achievement of teams and individuals.

It is recommended that:

- managers should communicate with their staff actively and demonstrate good leadership by example
- cleaning sections should develop an internal communications strategy
- the institution's aims and objectives should be communicated to the cleaning workforce
- departmental mission statements are created, and communicated to staff that match the cleaning organisation's values with those of the institution
- plans should be developed by institutions to provide staff with the skills base necessary to meet the organisation's current and future service aspirations (see 'People enablers', section 2.3).

2.2 Policy and strategy enablers

This section considers how the cleaning services organisation:

- implements the institution's vision and mission
- meets stakeholders' needs
- supports these with relevant policies, plans, objectives, targets and processes.

It includes issues around whether policies and strategies are based on reliable facts and data, and are matched by realistic and achievable plans at an operational level. The use of external benchmarks is also examined, and links into the earlier section on key performance results (section 1.1). This section also assesses an organisation's ability to recognise when and how to change its aims and strategy.

The number of complete questionnaires informing this section is 40.

Fitting into institutional planning

It is unrealistic to expect institutions to specify cleaning services directly in strategic plans. However, the study recommends that more work be done at institutional level to represent support service issues as a whole in plans. This recommendation supports the Value for Money study on facilities management (HEFCE 00/14), which stated that:

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'A better delivery of service outcomes through facilities management could be achieved by linking more explicitly the institution's strategic, tactical, and operational documents to the corporate strategic business plan and the evaluation of customer needs.'

Twenty-one cleaning organisations had a strategic plan or business plan for the cleaning service, which in the majority of cases linked to the strategic plans of the institution. An example is shown below.

Institution's strategic objective

The key support departments and systems should be reviewed within a holistic framework, to ensure increased efficiency and effectiveness and a closer articulation with the needs of the core academic and educational processes.

Facilities management strategic objective

Provide high quality accommodation and services to support the university's educational portfolio.

Premise services business objective

Develop and manage service level statements that determine the quality of accommodation and services to support the university's education portfolio.

Cleaning services operational objective

Implement revised cleaning plan for non-residential areas including the development and implementation of a revised service level statement.

Where the cleaning services are part of a larger central department then its business plans may be linked with the overall aims and objectives of this department, as shown in the example above.

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Business planning

Typically, a business plan for cleaning services included the following:

- cost of cleaning (see example in 'Key performance results', section 1.1)
- short to medium term objectives (see example above)
- performance indicators (see example in 'Key performance results', section 1.1)
- service level statements/agreements (see examples in 'Processes enablers', section 2.5)
- training requirements (see example in training plan in 'People enablers', section 2.3)
- customer and staff feedback mechanisms (see example in 'Customer results', section 1.2).

Additional items included:

- risk analysis
- health and safety issues
- audit procedures
- tender specifications.

External benchmarks

Almost half of HEIs (17 of 37 responses) benchmarked their cleaning services against other organisations. Residential services generally used data from the CUBO annual performance indicators report, although this looks at a broader range of residential issues, with only cleaning materials being service specific.

Non-residential cleaning services were less likely to undertake benchmarking, but where they did the most common sources of data were: the estates management statistics (EMS), local benchmarking groups, and the Facilities Management Graduate Centre (FMGC) higher education forum. The latter also provides an opportunity for facilities managers to meet and share best practice from within and external to the sector. This study included a dialogue with FMGC forums for local authorities and NHS trusts.

Reviewing

All but two institutions periodically review their cleaning organisation's policies and operational plans. All levels of managerial and supervisory staff within the cleaning organisation were reported to have input into this process. When developing and assessing policy and strategy, cleaning organisations are using benchmarking data, funding council good practice guides, details of their current performance, and local labour market information. Targets were used to assess and review performance by 21 institutions. Two examples of targets being applied and their impact are shown below.

Impact of applying targets

In one institution's accommodation service a target saving of £200,000 was identified. This affected the policy of the department, leading to a major review of the frequency and structure of cleaning in halls.

At another university, a target saving of 7.5% on total expenditure for non-residential cleaning was set. This forced a change in existing service level agreements, which reduced the frequency of cleaning in teaching accommodation.

Including stakeholders

The study evidenced that stakeholder dialogue was achieved through surveys, meetings, and personal contacts. When determining and reviewing policy and strategy, cleaning organisations identified the following stakeholders:

- internal customers (97%) (see 'Customer results', section 1.2, on satisfaction surveys, and 'Processes enablers', section 2.5, for service level agreements and statements)
- external customers (84%) (see 'Customer results', section 1.2, on satisfaction surveys)
- cleaning staff (81%) (see 'People results', section 1.3, on staff experience surveys)
- others – including the local community and residents, the business community (see section 1.4 on 'Society results'), heads of departments/deans, colleagues and university senior management, the students union and sports centre, visitors and parents.

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Action plan for policy and strategy enablers (2.2)

It is recommended that:

- HEIs should be encouraged to acknowledge in their corporate plans the contribution that cleaning and other support services make to facilitating the strategic objectives of the organisation
- managers should produce plans to align the development of the services with the aims of their institution, and to communicate these objectives to their staff (see 'Leadership enablers' section 2.1)
- networks and forums should be established to share information and to promote the development of standard cleaning benchmark criteria for the sector, as in the NHS.

2.3 People enablers

This section focuses on how cleaning services develop and involve the whole workforce in achieving results and service improvements. This considers:

- recruitment
- training
- on-going development of staff.

Reference is made both to the study findings and to the research undertaken by CINTO.

The number of complete questionnaires informing this section is 29.

Recruitment

Managers in the HE sector recorded bureaucratic and time-consuming human resource procedures as a major barrier. For example, many reported slow processing of job application forms, weak disciplinary and attendance procedures, and employment contracts which no longer met the changing needs of the business. Set against a background of an ageing workforce, high turnover and high employment levels in local areas, this makes recruitment processes difficult and frustrating. CINTO[1] in its survey noted that:

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[1] Skills Foresight for the UK Cleaning Industry 2001, CINTO, Februaury 2002.

> 'There is a crisis in recruitment, with employers finding it difficult to recruit and retain staff from operative to management and supervisory levels. There is a perceived skills gap, with existing staff often unwilling to undertake developmental training and seek career and personal progression.'

The proportions of jobs that were difficult to fill in 2001 were:

- operational supervisors 6.9%
- full-time cleaners 19.3%
- part-time cleaners 22.5%.

The CINTO report also revealed that:

> 'The lack of availability of workers has meant that the kinds of people who are being recruited into professional cleaning are people who could not realistically do any other kind of work. This is especially prevalent in the south-east of England. This has led to a reduced emphasis on delivering a quality service and more towards finding enough staff to fulfil a contract. This has led to a reduction in people with the relevant skills in an industry already suffering a serious skills shortage.'

This highlights the need to introduce quality standards monitoring within the HE sector, supported by a well-funded training programme.

Sector managers reported the following contributory factors to their recruitment difficulties:

- low pay, especially in areas where high employment existed
- unsocial hours
- geographical location of the institution
- language barriers
- only part-time hours available when people want full-time
- competition from the private sector
- traditional cleaning hours of work can compromise benefit entitlement.

Suggestions for addressing the barriers included:

- devolve the central human resources processes to local control
- offer more flexible work patterns, such as daytime cleaning, longer contracted hours and greater opportunities for career progression
- offer pay premiums
- tighten up attendance and disciplinary procedures

- speed up the recruitment process
- use student labour.

A change towards increasing contracted hours to counteract recruitment difficulties was a common approach being adopted. This encouraged more male applicants than previously. However, most staff still worked part-time in the mornings. It was noted by some institutions that the lengthening of the teaching day and 24 hour opening of learning centres was having a major impact on how cleaning services were delivered.

Comparisons with European counterparts revealed that dropping the name 'cleaner' and replacing it with 'housekeeper' had enhanced the individual's self-esteem.

Investors in People

Investors in People (IiP) is a nationally recognised quality standard for organisations in both the public and private sectors. From the survey, none of the cleaning operations had attained IiP as an independent business unit. Six institutions at a corporate level had attained IiP, and nine at department level (where cleaning was part of a larger service organisation). Only three other institutions were considering using IiP in the near future for premises cleaning organisations.

The above figures compare poorly with benchmarking data available from CUBO (2000-01), where from a sample of 47 institutions, 51% had attained IiP status for services covering catering, conferences, and residential operations.

Benefits of Investors in People

Those cleaning organisations that had attained IiP status cited the benefits as:

- improving communication processes
- staff development
- recognising their organisation's commitment to its staff.

Investors in People also provided a structure for identification, planning, delivery, and evaluation of staff training and development needs.

Training and appraisals

Seven institutions reported having no training plans to manage training activities in cleaning services. An example of a training plan for a sector cleaning operation is shown in Table 6.

Table 6 Sample training plan

	Job skills or management system												
Employee code	Induction	Standard mandatory training package	Working safely	Fire training	Cleaning methods	NVQ1	NVQ2	First aid	Customer care	Specific	Job Shadowing	Jumpstart	Site
DA2						Security							PL
DA3			1	1	R3								CC
DA4			R				Cleaning building interiors						PL
DA5		1	R									Driving	CC
DA8		2	R										BC
DA9			R		R3			(4-day) 1	2		Supervisors		PL
DA10			3						Dealing with difficult people				NP
DA12			R			Building interiors							NP
DA14			R		R2					Disciplinary and grievance procedures	Team leader	Piano	NP
DA16		1	R	2					2	Assertiveness			PL
DA17		2	R						Welcome host	Managing anger in students			NP
DA18		3	R		R1			R2	3		Catering		CC
DA20						X (long term sick)							CC

Key:
1 = To be trained
2 = Training complete
3 = Training reviewed, assessed effective and complete
N = New Starter – identify requirements during induction and review
X = Plan on hold
R = Refresher

The Training Plan provides an overview of departmental training and for individual employees. It should be reviewed and updated on a regular basis, and at annual appraisal.

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Identifying training needs

Where training plans existed, the majority did not review these in a systematic way. Reviews were undertaken by a broad cross-section of managerial grades including heads of department. Most institutions used customer feedback, annual reviews, and business objectives to identify their training needs. However, some managers were not permitted by their institution to appraise cleaning staff, but most overcame this by carrying out job chats or job reviews to meet IiP requirements.

Where appropriate, it is proposed that the appraisal is based on national occupational standards. CINTO has developed a model performance appraisal for cleaning staff (see section 9. The full document, 'Getting it right', is available with this report on the HEFCE web-site, www.hefce.ac.uk under Publications.) It is recommended that this approach is adopted, as it is easy to use and provides clear, logical outcomes.

Management responsibilities and performance with regard to health, safety, and welfare within the cleaning service can be set as part of the business objectives for each manager. These can then be reviewed as part of staff development appraisals.

Identifying training needs in a university

Issues to be addressed:

- review of cleaning by the university – 300 staff and 200,000 square metres of space
- opportunities to establish common standards for cleaning
- a lack of training opportunities for cleaning staff, who also experienced low morale
- no evidence of quality assessments
- high levels of cleaning staffing turnover and absence
- little customer contact
- absence of service level agreements.

As a result of recommendations by consultants:

- Systematic approach to training aligned to the business needs
- variety of training available (NVQs, City & Guilds)
- carried out for all cleaning staff
- raised the morale of the team
- linked into the university's business plans and objectives

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- the main areas:
  - health & safety issues
  - skills training, based on BICS standards
  - customer care training
  - supervisory and management skills
- formal communication system developed.

The outcomes were:

- ongoing savings of £150,000 a year
- winning a national training award
- cleaning staff achieving individual awards and qualifications
- morale raised by taking part in the awards ceremony, hosted by the vice-chancellor
- encouraged team spirit and pride
- established service level agreements.

The other most common actions and occurrences that determined what training was undertaken were:

- health & safety reviews
- the acquisition of new equipment and cleaning products
- estates new-build and refurbishments
- legislative changes.

Meeting training needs

Nationally CINTO identified in its research that '45% of the UK cleaning work force do not possess any qualifications'[2]. When meeting training needs for manual cleaning staff, the most common methods adopted by institutions are shown in Figure 2.

[2] Skills Foresight for the UK Cleaning Industry 2001, CINTO, February 2002.

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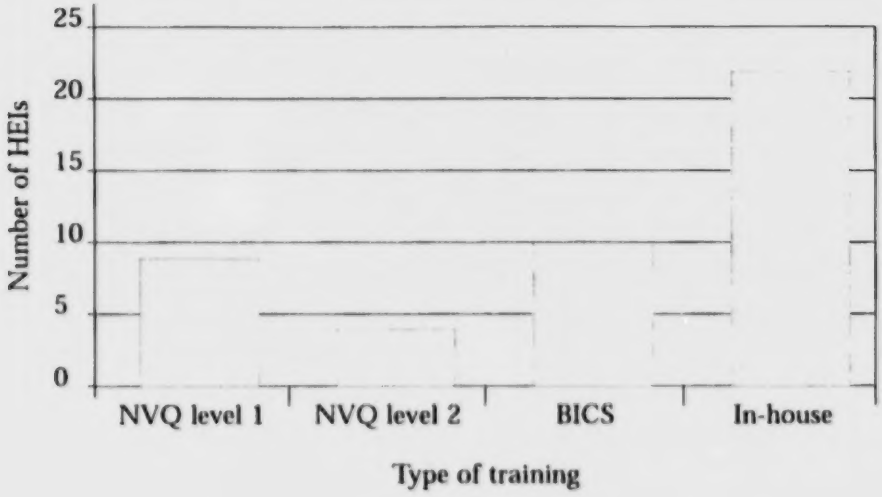
Figure 2 Training for manual cleaning staff, by type



CINTO goes on to state that in some parts of the cleaning industry as many as 10% of cleaners have an NVQ or SVQ, and 19% possess the BICS Cleaning Operators' Proficiency Certificate. No accurate figures are currently available to compare this with the HE sector.

Some institutions have developed innovative ways of increasing the participation in training by manual staff, as shown in the example below.

Providing learning and development opportunities

Jumpstart is the university's employee-led development programme, which was first introduced into the department in September 1995. It is a partnership between employee and employer and provides learning and development opportunities for staff.

The scheme pays either the course fees or a grant towards the cost of tuition for any member of university staff (who meets the agreed criteria for eligibility) who wishes to learn a skill or study a subject unrelated to his/her area of work. The individual gives the time to participate and the university provides financial support.

It gives staff the chance to take part in learning activities outside working hours, provided they satisfy three criteria. They must be employed on a manual grade or working for the

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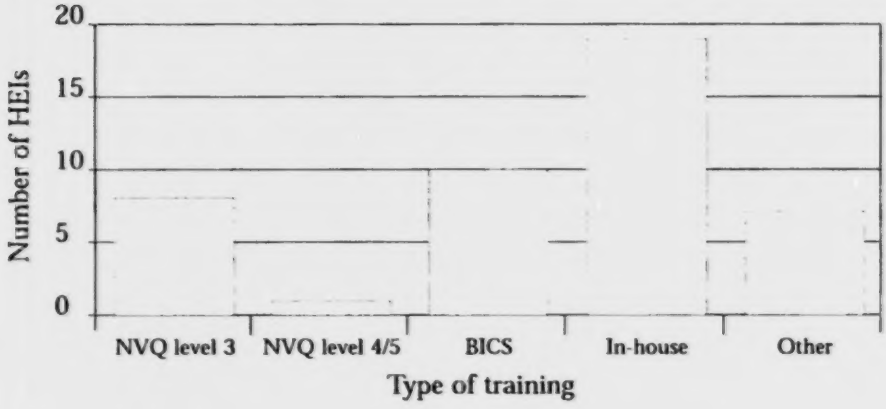
department on an administrative/clerical scale 1-4; able to study or attend the course in their own time; and wish to learn a skill or study something that is unrelated to their current job.

One member of the cleaning team said: 'I just want to say a big thank you to the department and the university for giving me the chance to do this. The great thing about working here is that you are not "just" a cleaner and to me it is not "just" a job, it has changed my whole life.'

For supervisory and managerial training, the approaches in institutions are shown in Figure 3.

Figure 3 Training for supervisory and managerial staff, by type



Nationally 42% of supervisors have supervisory or other relevant qualifications and 26.4% of them have qualified with the BICS Cleaning Operatives' Proficiency Certificate[3].

In HEIs, the majority of training for managerial, supervisory, and manual staff is undertaken by non-accredited in-house training schemes. This is endorsed by the reported low spend on training (see 'Key performance results', section 1.1, and Table 2). It is clear within the sector that training to nationally recognised standards through Tourism Councils (such as Welcome Host) and quality-awarding bodies (such as Hospitality Assured) are more prevalent in residential

[3] Skills Foresight for the UK Cleaning Industry 2001, CINTO, February 2002.

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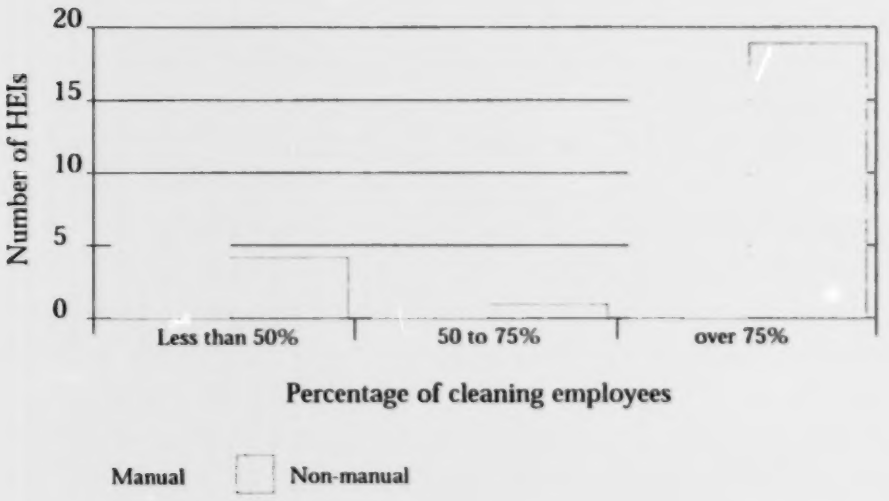
operations. This supports the findings of this study, which indicates that such operations will spend ten times more on training than their counterparts in non-residential cleaning.

The institutions using BICS training programmes did so for all grades of staff. Other training activities included City & Guilds courses, NEBS Management courses (now run by the Institute of Leadership & Management), and Control of Substances Hazardous to Health (COSHH) Regulations training.

The percentage of cleaning employees undertaking training is shown in Figure 4. Nationally some 40% of cleaners received job-related training in a year. CINTO reported that for non-manual staff, training reached a figure of 50%, but only a small proportion of this was related to supervisory and management subjects.

Figure 4 Percentage of cleaning employees undertaking training activities



Supervision ratios

When considering how cleaning is supervised, no common approaches were identified. Many institutions have supervisors who also perform cleaning duties. The average number of cleaners per supervisor was 15.5. This is similar to the national ratio of 15 to 1.

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Action plan for people enablers (2.3)

It is recommended that:

- more investment is made in all grades of staff for their training and professional development
- more institutions are encouraged to participate in IiP standards
- more work is done to encourage IiP status for cleaning employees in the sector
- a national key performance target for IiP is set and monitored
- there is increased use of nationally recognised training standards
- there is wider adoption of meaningful training plans, which are regularly reviewed and link into the business objectives of the organisation
- a recruitment strategy for the cleaning services sector is developed. This should take into account local, national, and international trends, and should include a dialogue with HE sector representative bodies, NHS trusts, local authorities and the DTI
- institutions use the CINTO model appraisal form for cleaning staff
- HEIs consider re-naming posts – from cleaner to housekeeper.

Tables 7 and 8 show initiatives which can be used to reduce problems of recruitment and sickness absence.

Table 7 Initiatives to reduce recruitment problems

Initiative	Comment	Cost and ease of implementation
Staff introductory bonus	Cost effective for recruiting new, reliable staff	Cheap and simple
Change job title of employees	The term 'cleaning' has negative connotations, which 'housekeeper' does not	Cheap and simple
Extend age of retirement	Very cost-effective for fit staff	Cheap and simple
Introduce different or variable working hours	Full-time hours would require changes in current working practices	Can be complicated but can be cost effective
Provide transport	Transport staff to work via bus, either for free or a very modest charge	Quite expensive
Multi-skilling, combining with existing roles	Would require significant changes in current working practices	Complicated and may involve discussions with other service managers
Increase pay	Would make HE sector pay more competitive	Expensive and difficult to implement

Table 8 Initiatives to reduce sickness absence

Initiative	Comment	Cost and ease of implementation
Attendance bonus	Must be carefully and fairly managed to be effective	Simple and cheap
Absence management strategy	Implement an absence management strategy that is underpinned by effective montoring procedures and clear management guidelines	Requires resourcing and corporate agreement, but is effective
Extend age of retirement	To create a bigger pool of trained and available staff to cover for those on long-term sickness leave	Cheap, but requires corporate agreement

2.4 Partnerships and resources enablers

This section considers:

- how cleaning services manage their partnerships with, for example, suppliers
- how finances, IT, and materials are managed effectively and how they are improved.

The number of complete questionnaires informing this section is 27.

Consultation took place with a regional purchasing consortium.

Procurement methods

Data were gathered on procurement methods and the length and value of contracts. Over the range of products and services surveyed, there is no consistency in the product, the supplier, or the procurement route being applied by cleaning services.

The study estimates that the sector is spending in excess of £23 million per annum on cleaning materials and supplies, and a further £9.9 million on equipment and maintenance. Where greater use of regional contracts has been made, there was evidence that this had generated savings for HEIs. The average length of the current supplier relationship was 3-5 years.

Consortia

Consultation with the regional procurement consortia revealed that there are currently no national agreements in place for the services and suppliers covered by this review. Attempts have been made in the past to establish a national agreement for cleaning goods and materials. The North Eastern Universities Purchasing Group (NEUPG) issued details under the National Protocol in mid-2001. But with four regions required to agree, it did not receive the necessary backing. NEUPG proceeded with issuing its own agreements in June 2002. With the exception of one contract, two other regions have subsequently issued agreements with the same suppliers.

There are notable differences between the regional consortia as to the scope of agreements in place for domestic supplies and services. A strategic approach to this issue could increase the range of some of the regions' agreements. Once this is developed, there is more likelihood of national contracts becoming a realistic option in the

future. A note of caution must remain, as the consortia's contracts are not binding on HEIs, so there has to be a willingness to participate in such arrangements.

City agreements between institutions are evident: for example, in waste management between the University of Sheffield and Sheffield Hallam University, and between Leeds Metropolitan and Bradford Universities. These are producing savings and service improvements. There is scope to encourage more local joint purchasing agreements in areas such as window cleaning, recycling and training.

On a more positive note, most institutions have stated that their procurement strategy has generated savings over the last three years. This has been achieved by changing suppliers, and greater use of regional purchasing contracts as mentioned above.

Supplier partnerships

Most institutions reported that where partnerships existed the experience had been a positive one. The key reasons given for success were regular contact between partnership members, and having clear communication channels. Relationships with suppliers depended on the type of contract and type of products and services provided. For example, the relationship would be more transactional for the procurement of barrier mats, but more strategic for waste management, as sustainability and recycling issues are high on HEIs' agendas.

The management of service contracts with external suppliers was supported by detailed specifications and service level agreements, and by applying a partnership approach. Some London institutions have co-operated to appoint an external cleaning contractor to provide a service for a range of residences in different locations.

Partnerships with other groups

Relationships with external organisations were very mixed. In the main, relationships with trade unions were noted as positive. This cannot be said for the interaction with local authorities, which the majority of HEIs reported as being poor. The findings show that interaction with other national bodies is very limited (see 'People results', section 1.3) and consists mainly of the three professional associations: HCIMA, BIFM, and BICS. Following detailed discussions, it is recommended that HEIs should be formally recognised as a sector in the cleaning services industry within BICS.

Budget development

The survey revealed that the budget setting process for cleaning services is predominantly finance-led and not service-led. Managers will not be surprised to hear that the budget provision for cleaning is more often based on the money available than identified need. The cost benefits of cleaning to the institution are often not identified during this process. For example, the hidden institution-wide cost of insurance premiums can be reduced by up to 10%, where the institution can demonstrate that cleaning staff have undertaken a training programme.

Some institutions applied zero-based costing to develop budgets, whilst the majority used historical budget methods. Only 46% 'phased' the cleaning budget, with the remainder relying on the financial year outturn before any measurement of performance could be made. This does not encourage the identification of problems that may be arising throughout the year. The funding councils' Joint Costing and Pricing Steering Group has produced good practice guidance on costing and pricing, which is available on its web-site (www.jcpsg.ac.uk). This identifies the benefits of applying a costing approach in non-academic departments as:

- improved cost recovery with informed prices for services provided to external users, either directly by the non-academic department or as part of a research or other income-generating activity
- benchmarking against other institutions or external providers of similar services to ensure that the department gives good value for money
- better information for process improvement or cost reduction exercises, and to assist in performance management.

It was clear that where budgets were devolved there was greater ownership by managers and staff. The head of department was the most likely person to be responsible for budgetary control, and there was little evidence that the budget was devolved further than this. Most institutions (68%) reported that supervisory staff have no responsibility for managing budgets.

Benchmarking

Benchmarking is a word of the moment in both public and private sector organisations, but it does not seem to have percolated into HEI cleaning organisations. Anecdotal evidence suggests that managers

with cleaning responsibilities do not know the range of benchmarking opportunities presently available, although some use was identified by the study. Data, which can inform benchmarking activities, are collected in part by CUBO for residential areas and by AUDE for non-residences and residences. The study identified that many managers do not know that cost per square metre data on cleaning are provided to HEFCE by the EMS project, as data in institutions are not necessarily shared with operational managers.

Although these sources of data to support benchmarking are available, the data presented currently are not well defined, are collected by individuals who may have little insight into the cleaning function, and as a result the information cannot be treated as an accurate indication of the sector's performance. There are no consistent approaches evident in the sector for benchmarking (see 'Key performance results', section 1.1).

Managing budgets

Accounting methodologies, such as life-cycle costing, are not commonplace in cleaning. Equipment purchasing requires an understanding of the total costs over the life of the product in order to make informed decisions and budget accordingly. In fact, many managers reported that their response to equipment replacement needs was reactive rather than planned.

Integrating finance into planning

As the level of cleaning services provided in HEIs does depend on budget pressures, it is recommended that the financial pressures should be aligned with the requirements of the customer while developing frequency standards. Once agreed, these should be documented in service level statements. (See 'Processes enablers', section 2.5).

Information technology

National research indicates that there are significant skill gaps in the use of information technology by cleaning providers. HEFCE's initiative for rewarding and developing staff in higher education listed as one of its priority areas the regular review of staffing needs, reflecting changes in market demands and technology. However, there is no data on how much of the available funds are being targeted to support training and development of services managers in information technology.

Information technology is being applied to the service through, for example, the provision of service information on university intranets, the wide adoption of e-mail to support customer feedback, and the application of bespoke or in-house software packages for cleaning services.

Cleaning technology

Innovations in cleaning technology have been adopted in a range of cleaning processes in the sector. Examples include:

- advances in window cleaning technology used by contractors
- advanced dilution systems for dispensing cleaning chemicals
- adoption of a computer system to enable cost comparisons between various halls of residence, to facilitate the identification of best practice, which was then shared.

Such innovations, however, are not being shared across the sector and opportunities for greater savings are being lost.

Action plan for partnerships and resources enablers (2.4)

It is recommended that:

- the HE sector develops and implements a more consistent approach to regional purchasing agreements, with a view to moving towards national contracts
- the sector should seek membership within BICS
- institutions should extend the use of devolved and phased budgeting
- institutions should widen their use of life-cycle costing for equipment procurement
- the HE sector should develop national performance indicators which encourage institutions to benchmark cleaning services in a more accurate and meaningful way
- the sector should adopt the industry national standards produced by BICS and the International Sanitary Supply Association (ISSA). These standards should provide a base platform from which variations may be made, according to the service level commitments entered into by HEIs.

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2.5 Processes enablers

This section covers how cleaning services understand the customer and translate current and future needs into valued products and services.

The study investigates issues of managing and improving processes, supporting the policy and strategy of the organisation, and generating increased value for customers and other stakeholders. Specific areas covered include:

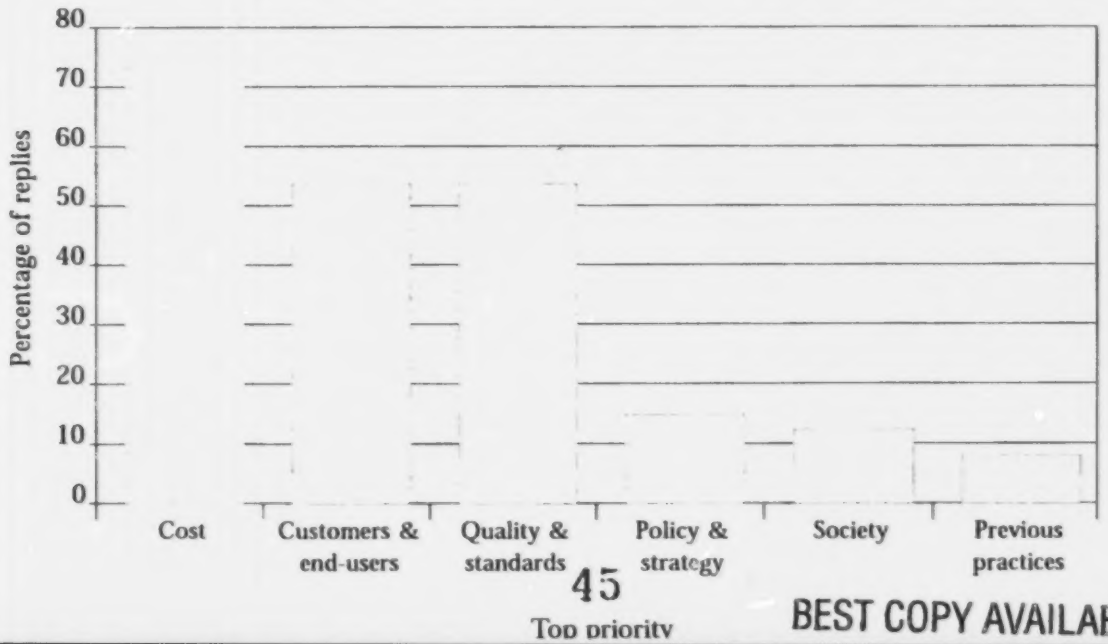
- business drivers
- input/output standards
- best practice in quality management
- customer processes – service level agreements/service level specifications
- communication
- health & safety.

The number of complete questionnaires informing this section is 26.

Existing business drivers

Figure 5 shows the key internal factors that managers considered had a major impact in driving their institutions' cleaning operations. Not surprisingly, cost was the primary factor, followed by customers and quality and standards.

Figure 5 Key factors driving HEIs' cleaning operations (top priority, based on % of replies from 26 HEIs)



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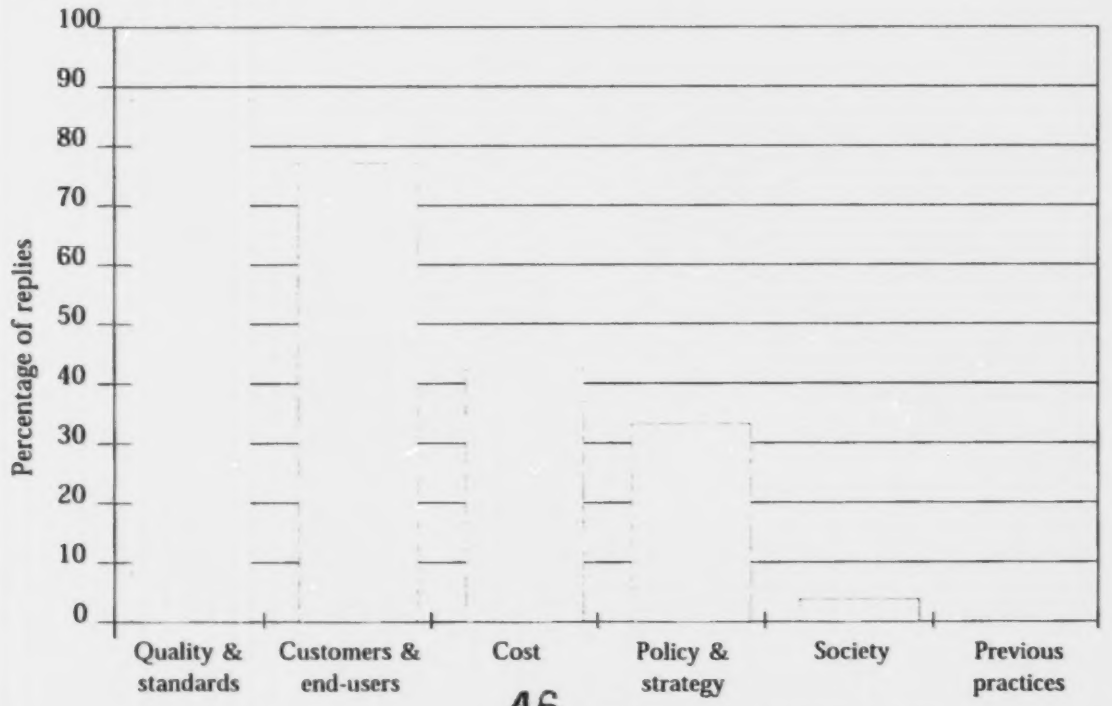
Additional examples provided by institutions highlighted the influence of estates departments' policies regarding the final finishes used in buildings, how easy they are to clean, the ergonomics of the cleaning process and waste removal, and the condition and changes in use of existing buildings. From a customer perspective, academic timetables impact on when cleaning can be undertaken, the frequency of building use, and the ability of managers to plan 'deep cleaning' programmes. Finally, affordability, as already identified, is the main factor determining how cleaning services are funded and monitored. Managers reported that budgets are being reduced in both non-residences and residences.

Ideal business drivers

When managers were asked what *should* drive the business, the results were different. These are shown in Figure 6. Here standards and customers score the highest rating, with society and previous practice being of least importance. This may evidence the difficulty some managers have with overcoming previous practices when looking to move the cleaning service forward. This is supported by national data gathered by CINTO[4], where a lack of willingness to learn is cited as one of the important skill gaps recognised by the cleaning industry in its staff. This is why it is vital to adopt a

Figure 6 Factors that *should* drive cleaning services (top priority, based on % of replies from 26 HEIs)



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systematic approach to the whole cleaning function. Similarly, as discussed in section 1.4 'Society results', there are clear opportunities to do more in developing and supporting the institution's wider external remit.

Setting performance standards

Setting performance standards is therefore an important process, which managers would ideally see as the key driver for cleaning operations. However, as the study revealed, there are currently no national standards applied in the HE sector. The positive responses to the questionnaires suggest that if these were established, managers would be willing to adopt them.

Table 9 shows the specifications for cleaning standards produced by BICS following extensive consultation with the cleaning industry. It is referenced from its publication, 'A guide to standards, specifications, and productivity rates for best value in building cleaning' (September 2000). This sets out cleaning standards for surfaces, furniture, fixtures, and sanitary fittings. Standard specifications for a range of premises – including educational buildings and halls of residence – are presented with frequencies, productivity rates and time required.

Table 9 BICS specifications for cleaning standards

	Acceptable on completion of task	Unacceptable	Acceptable between cleaning tasks
General			
Removal of loose debris	Free from litter, debris, dust and loose foreign matter.	Build up of litter, debris, dust and loose foreign matter.	Debris arising from usage between cleans.
Removal of impacted debris	Free from impacted debris e.g. chewing gum, labels etc.	Build up of impacted debris.	Debris arising from usage between cleans.
Hard floors			
1a. Spot mop	Dry and free from spillages, removable stains, superficial marks, and loose debris.	Build up of spillages, removable stains, superficial marks, and loose debris.	Debris and spillages arising from usage between cleans.
1b. Full mop	Has uniform appearance and is dry and free from spillages, removable stains, superficial marks, and loose debris.	Build up of spillages, removable stains, superficial marks, and loose debris. Having a non-uniform finish.	Debris and spillages arising from usage between cleans.
2. Scrub	Dry and free from removable stains, spillages, ingrained dirt, scuff marks and impacted debris. Of uniform appearance.	Build up of removable stains, spillages, ingrained dirt, scuff marks and impacted debris. Of non-uniform appearance.	Debris and scuff marks arising from usage between cleans.
3. Burnish/polish	Dry and free from removable stains, spillages, scuff marks and debris. Has even sheen.	Non-uniform appearance, build up of removable stains, spillages, loose debris and scuff marks.	Debris and scuff marks arising from usage between cleans.
Soft floors			
1a. Spot clean	Free from visible loose debris, dust, fluff and lint, removable stains and matter.	Build up of removable debris, dust, fluff, lint, stains and matter. Accumulation of the above around soft floor edges and bases of furniture.	Debris arising from usage between cleans.

	Acceptable on completion of task	Unacceptable	Acceptable between cleaning tasks
1b. Full suction clean	Free from visible loose debris, dust, fluff and lint. Overall even appearance.	Build up of removable debris, dust, fluff and lint. Accumulation of the above around soft floor edges and bases of furniture.	Debris arising from usage between cleans.
2. Deep clean	Free from impacted debris, dust, fluff and lint. Overall bright appearance. Free from removable stains. Odour free.	Build up of impacted and loose debris. Removable stains. Unacceptable odour.	Debris arising from usage between cleans.
Vertical and high level surfaces			
1. Dust	Free from visible loose debris, dust and cobwebs.	Build up of loose debris and dust on vertical surfaces and at points of contact with horizontal surfaces.	Debris arising from usage between cleans.
2a. Damp wipe/ spot wash	Free from impacted debris, dust, cobwebs and removable stains/graffiti.	Build up of impacted debris and dust on vertical surfaces. Removable stains.	Debris, dust and stains arising from usage between cleans.
2b. Damp wipe/ full wash	Free from impacted debris, dust, cobwebs and removable stains/graffiti. Uniform appearance.	Build up of impacted debris and dust on vertical surfaces and at points of contact with horizontal surfaces. Removable stains, smears.	Debris, dust and stains arising from usage between cleans.
Furniture, fixtures and fittings			
1. Dust	Free from visible loose debris, dust and cobwebs.	Build up of loose debris and dust on horizontal surfaces and at points of contact with vertical surfaces.	Debris arising from usage between cleans.

	Acceptable on completion of task	Unacceptable	Acceptable between cleaning tasks
2. Damp wipe/ wash	Free from impacted debris, dust, cobwebs and removable stains. Uniform appearance. Dry.	Build up of impacted debris and dust on vertical surfaces and at points of contact with horizontal surfaces. Removable stains, smears.	Debris, dust and stains arising from usage between cleans.
3. Polish	Dry and free from removable stains, spillages and debris. Has bright even sheen.	Non-uniform appearance, build up of removable stains, spillages, loose debris, marks and excess polish.	Debris and marks arising from usage between cleans.
Sanitary fittings			
1. Damp wipe/ wash	Free from impacted debris, dust, removable stains, body fats and fluids. Uniform appearance. Dry. Odour free.	Build up of impacted debris, dust and fats on all surfaces and at points of contact with horizontal surfaces. Removable stains, smears.	Debris, dust and stains arising from usage between cleans. Residual odour.
2. Deep clean	Free from impacted debris, dust, removable stains, body fats and fluids, scale and verdigris. Uniform appearance. Dry. Odour free.	Build up of impacted debris, dust, fats, scale and verdigris on all surfaces and at points of contact with other surfaces. Removable stains, smears.	Debris, dust and stains arising from usage between cleans. Residual odour.

Input/output standards – definitions

Standard measurement in cleaning can be either 'input' or 'output' type. As defined by the Cleaning and Support Services Association (CSSA)[5], input standards are:

> 'Where the customer or the supplier of the cleaning service has described how each task is to be carried out and how often it should be done (frequency). The frequency and the task method together give the standard of work expected. Since most task methods are expressed in perfect performance terms, if frequencies are regarded as adequate, a 100% standard results.

5 'A guide to best practice in the quality measurement of cleaning services',

Customer representatives who are used to this approach find it genuinely difficult to understand controlled faults levels as being a necessity of real cleaning life.'

Output standards were developed because of the introduction of major inspections of cleaning work in the public services. As the CSSA describes in its best practice guide:

'This defined the required standard in terms of how the result of cleaning should look. Coming from the perfection implied in input standards it was inevitable that these would be expressed in 100% performance terms. "Free of stains, marks, smears, cleaning marks and bearing an even lustre across the routinely buffed (polished) floor" would be a typical approach. The Dutch Cleaning Institute, which has used quality management systems for cleaning for some 27 years, recognised early on that this could only happen at considerable expense. Its equivalent would allow for two faults per 10 square metres.'

Best practice in quality management

The study indicates that the sector has adopted a variety of approaches to standards covering both input and output methodologies. The least favoured were input-driven standards, although many institutions still apply these in some form.

Setting standards

The CSSA defines best practice as follows.

'Best practice for the writing of output standards is that:

- they should express as exactly and directly as possible the standard that the customer wants
- they should be written bearing in mind an acceptance quality limit (AQL) – the worst level of service result that the customer is prepared to accept – rather than the best that is hoped for
- where the AQL is low it can be helpful to express the standards in negative terms – 'it must not look worse than this'
- coverage must be of all the services required of the supplier – including any that are not of a cleaning nature
- if inspection is not to take place within an hour of cleaning, the standards must allow for deterioration over time and the effects of usage

- short standards are better than long ones – there is less room for misunderstanding
- where a customer is in doubt, the supplier should be asked what standards his price represents
- standards should be written with the answers to these questions in mind:
  - what exactly was wrong with the service to be replaced?
  - can the price for a 100% service be afforded?
  - what are the priority areas for cleaning and what are those of a lower priority?
  - is the aim to keep particular areas of the building clean, to be clean once a day, to appear clean, or to be clean enough for their purpose?'

The CSSA defines best practice as 'to have a basis for a quality management system in a set of output cleaning standards that do not require interpretation'.

External standards

In terms of applying external standards, most institutions do not apply any to their cleaning operations other than those required by health and safety legislation.

Those in evidence are:

- IS09000
- Hospitality Assured
- Charter mark
- BICS.

The most popular standard applied was BICS. However, it is recommended that the European standard – BS EN 13549: 2001 Cleaning Services – should form the basic requirements and recommendations for quality measuring systems. In addition to this technical specification, an explanatory handbook 'Guide to BS EN 13549' has been produced by BICS.

Implementing standards

Only 46% of institutions use any form of management process system in cleaning services. Of these 23% have applied computer systems to support the delivery of the service.

The CSSA recommends that best practice is therefore to have business objectives for a quality management system for cleaning services that:

- assure the customer of the consistent delivery of the contracted service
- achieve a mutual understanding between customer and supplier of the standard of service that satisfies the contract or service level agreement
- identify any circumstance that hinders the delivery of the standard of service; allocate a cause to this; and work on the elimination of that cause
- foster a working relationship between customer and supplier that focuses less upon fault and more upon the achievement of mutually agreed service objectives
- provide the working team delivering the service with an objective view of how well they are doing and how they can improve.

Monitoring standards

Where quality standards are monitored this is by cleaning employees undertaking visual checks, but only 50% of institutions document these checks. Very few institutions have external audits/reviews of their cleaning services. Most institutions monitored the outcomes of their cleaning processes purely in financial terms.

The CSSA definition of best practice in this area is a system based on:

- inspection of items to be cleaned against a description of how each item should look after cleaning
- a pass/fail judgement on each item
- a statistical random sample of rooms and areas to be cleaned that includes locations that the customer regards as key
- an analysis of why items fail and where the responsibility lies for action to avoid further failures, including surfaces that cannot be cleaned to the required standards
- joint inspection by supplier and customer at fortnightly intervals to give a fair picture of a year's performance.

Using key performance indicators

When measuring the effectiveness of cleaning processes, only 30% of institutions applied agreed key performance indicators to the service. Evidence was received showing that some institutions measured a reduction in maintenance cycles and accidents because of changes to cleaning processes.

Sharing information

When looking at changes in technology, the most common methods of receiving information were from:

- staff themselves
- suppliers
- trade and professional journals.

Very few institutions mentioned sharing best practice with other educational establishments or other public sector organisations, which was one of the options available on the questionnaire.

Customer processes

Customer relationship processes are managed most commonly through service level agreements, followed by service level statements.

Service level agreements and statements

A service level description sets out the standards and frequencies that the customer can expect from a cleaning service. There is an important distinction between a service level agreement (SLA), which is a formal agreement between supplier and client (the budget holder), and a service level statement (SLS), which is a statement of what service the customer can expect, although they will not necessarily have agreed this. The advantages of an SLA compared to an SLS are that there is formal agreement between the supplier and the client. This makes it is clear what services are included and the frequency with which they will be provided.

Few cleaning services in HEIs have SLAs, but some have SLSs instead, because there is often no clearly defined client with which to agree the service level. Both SLAs and SLSs are beneficial as they provide customers with a clear statement of what services they can expect to receive, as well as enabling the monitoring of the service provided against the stated service. Extracts from an SLA and an SLS are given overleaf.

Extracts from service level agreement at a university

This agreement relates to specific residential properties that were developed under a private partnership agreement between the university (the tenant) and a developer (the landlord).

Management and administration

It shall be the tenant's obligation to (a) manage the premises and (b) manage the provision of facilities management including its own employees and any sub-contractors or agents.

The tenant shall co-operate with the promotion of the premises by facilitating reasonable access to potential students and their parents to view the premises.

Key performance indicator

No complaints from the residents which in the reasonable opinion of the landlord were made on account of the failure by the tenant in relation to the provision of facilities management.

No incidence of a significant event which in the reasonable opinion of the landlord indicates mismanagement.

Staff

The tenant shall ensure that every member of staff engaged by or managed by the tenant in and about the provision of facilities management is and at all times remains properly and sufficiently trained, skilled and instructed with regard to the duty or duties which that person has to perform.

The tenant shall ensure that a sufficient number of properly trained and experienced staff are available to provide facilities management in accordance with the agreement at all times, including during periods of absence of members of staff due to sickness, maternity leave, staff holidays or otherwise.

The tenant shall ensure that there is a friendly and effective interface between the staff, the university representative and the residents.

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Key performance indicator

No incidence of staff undertaking tasks which they are not properly qualified to perform.

No incidence of staff being unavailable to perform facilities management as required.

No unreasonably high turnover of staff, which is in the reasonable opinion of the landlord.

No incidence of complaints concerning the staff's interface with the university's representative or residents.

Cleaning

The tenant shall ensure that all cleaning is carried out pursuant of this paragraph.

Cleaning of areas will be carried out weekly with emergency spot cleaning provided as necessary. The following will constitute a clean:

Floors/stairs – to be vacuumed/dry mopped/wet mopped as applicable.

Skirtings – to be dusted.

Walls – all walls to be free of dirt, hand marks and scuff marks using an appropriate cleaning solution.

Kitchens – work surfaces to be thoroughly and hygienically cleaned. Cupboards to be washed as required to remove dirt, hand marks and scuff marks. Exterior of fridges to be wiped clean, interiors to be cleaned with a germicidal solution once a week. Ovens and hobs to be cleaned thoroughly and hygienically once a week.

Rooms – general inspection of the rooms once a week and to report damage or neglect to the facilities manager who will take appropriate action. Cleaning the shower pod thoroughly and hygienically, including all areas within the shower pod, in particular the shower heads and shower traps, so as to remove residue.

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Key performance indicator

Common areas to be cleaned once each week.

95% of cleaning to be carried out to the landlord's satisfaction.

No evidence of areas not being cleaned to specification on successive occasions.

Annual deep clean

During each vacation all accommodation at the premises shall be deep cleaned and, where appropriate, refurbished so as to bring it into a good condition and repair to a standard commensurate with good quality student accommodation. Without prejudice to the generality of the foregoing, a deep clean will usually include the following: shampooing of the carpet; cleaning of curtains; vacuuming of mattresses; sanitising of toilets and bathrooms; all walls and other surfaces to be free of dirt, hand marks and scuff marks.

Key performance indicator

98% of all deep cleaning and refurbishment to be carried out to the landlord's satisfaction.

No evidence of dirt, grime, stains and marks and, where appropriate, smears immediately after cleaning.

Extracts from service level statement for an in-house cleaning operation

Our aims

To provide an efficient, value for money cleaning service to all campus buildings under our care.

Our services

We provide the following services Monday to Friday:

- a daily check of all areas and daily cleaning as necessary. Many items are cleaned weekly then given extra attention when dirty
- daily cleaning of all washrooms and toilets

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- daily cleaning of staff kitchens
- daily emptying of bins
- cleaning of desks, worktops etc that are free of papers or equipment
- urgent removal of spillages etc to prevent accidents
- services also include:
  - window cleaning
  - provision of hand drying and hygiene facilities in washrooms
  - pest control inside buildings
  - shampooing carpets on request
  - additional cleaning during evenings and weekends by arrangement
  - provision of a helpdesk for staff and students to report problems.

Our services do not include:

Cleaning computers, printers etc, washing crockery, working from ladders, washing painted walls, cleaning the catering section's kitchens, or cleaning bins, sinks, benches or equipment in laboratories.

Service standards

We will clean and replenish all toilets and washrooms between 17.30 one day and 10.00 next day.

We will always answer and respond to calls to the helpdesk between 08.30 and 16.30.

Monitor our performance

We will monitor our performance using:

- daily checks carried out by cleaning supervisors
- weekly survey of a sample of buildings and activities
- annual cleaning cost per square metre
- log of customer feedback.

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What we need from you

To help us provide you with an efficient service please:

- give five working days' notice for requests to shampoo carpets, scrub and polish floors, do extra work for TQA visits etc
- tell us when building work is being done in your area
- tell us immediately about spillage on floors that needs to be removed urgently. Help us to prevent accidents
- ask for urgent help if a minor disaster needs cleaning away
- send us an inter-department journal to pay for any chargeable work.

Communication processes

Customers

Service information is supplied to internal customers via the web by 69% of institutions surveyed. In residences, customers are more likely to be supplied with handbooks detailing service standards.

There are three common methods of obtaining feedback from customers:

- periodic surveys
- focus groups/staff forums
- comment cards.

Some institutions have help-desk functions, which also obtain feedback data by ringing a cross-section of recent customers. An example is given below.

Procedure for completing customer call backs on cleaning services

A report is produced from the help-desk software on Monday morning for the previous week.

A help-desk operator is then responsible during the week for telephoning service users and completing the appropriate question set for cleaning or other services monitored in this way.

On completion of the question set, the results are forwarded to the manager responsible for cleaning on the relevant campus. Managers then act on the feedback as appropriate.

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Analysing feedback data

Some institutions use their periodic surveys to obtain data, which enables trends to be assessed over time. Table 10 sets out the advantages of each method. This is followed by a sample feedback questionnaire, and a good practice checklist for communicating with stakeholders (Table 11).

Table 10 Comparison of different sources of feedback

Type	Advantages	Disadvantages
Periodic surveys	Cost-effective in obtaining opinions from large numbers of customers. Easy to analyse trends in the data	The results are often not sufficiently detailed to establish corrective action
Staff forums/focus groups	Get face-to-face feedback and develop personal relationships with customers	Time-consuming. Poor for obtaining trend data

Sample feedback questionnaire for residences

Date when you moved into your accommodation:

The hall induction/fire training meeting was:
Very useful, useful, not very useful, didn't attend

Do you feel the cleaning service is:
Very good, good, satisfactory, poor, very poor

Why do you think this?

How do you think it could be improved?

What do you think of the quality of your accommodation?
Very good, good, satisfactory, poor, very poor

Why do you think this?

How could it be improved?

During your stay, have we carried out any repairs in your room?

If yes, was the repair carried out satisfactorily?
If the repair was not satisfactory, please explain why....

Do you think the equipment provided in your kitchen is:
Very good, good, satisfactory, poor, very poor

Why do you think this?

How could it be improved?

Please add your comments as to how our services could be improved generally....

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Table 11 Best practice checklist for communicating with stakeholders

Stage 1	
Identify all interested stakeholders (internal and external) and confirm any deadlines or confidentiality	What is the real purpose of this information? Does it meet business needs? Is the purpose clear to everyone?
	Who could or should benefit from this information? Is it a general or specific message? Don't overload everyone if it isn't necessary.
	Is the information sensitive? Always take advice on this. Sensitive documents should be marked as such. Check university policy on confidentiality.
	What is the deadline for this information? Is it realistic?
Stage 2	
Check information exchange route to see if anyone else is working on same issue or can contribute. Keep colleagues informed of potential difficulties	Check who else is already involved. Are they able to meet your deadline? Does anyone's absence cause a problem? Is an alternative approach needed?
	Liaise appropriately to find out what is happening elsewhere.
	Consider any institution-wide implications. Other departments or schools may be involved or interested. Can the institution planning group help?
	Remember to keep others informed of progress or change. Don't assume they will already know. Ask others to keep you informed too.
Stage 3	
Consider the best method of communication. Tailor the message so that you are sure it will be understood when received	Consider the most appropriate options for your audience and the message, eg, by post, e-mail, hand-delivered, publication, telephone, face to face. If feedback is required, make it easy for the receiver(s) to respond to you.
	Are you sure the chosen method will reach all the intended recipients, eg, do they have access to e-mail if that is the chosen format? Will it meet the required deadline?
	Check the communication message by testing on others – eg by proofreading, checking accuracy, and testing understanding. Particularly important when the message is sensitive and/or destined for a large number of people.
	Take into account contingencies for shift working, staff absence, returned mail, not on e-mail. Check that you have up to date and complete contact details.

Stage 4	
Audit effectiveness of communication using feedback, complaints, evidence of poor interpretation, awareness, knowledge, resulting action, etc	Conclude the process by finding out if what you wanted to achieve has been achieved. Has the message been received and understood?
	Use established evaluation or monitoring channels where possible. If other routes are necessary, always consult others re most appropriate approach (eg marketing department).
	Liaise with management information and identify if the task and any resulting information support established key performance indicators or benchmarks. Ensure ownership is clear, and that information is dated and filed appropriately to enable shared access.
	Act on your findings. Provide evidence of learning outcomes. Demonstrate you have listened to the views of others, shared knowledge, and provided opportunities for continuous learning and improvement.

Health & safety process

The sector workforce development plan 2001-03 identified skills gaps in relation to health and safety. A national target of a 5% reduction in the reports of gaps in health and safety skills has been published.

Employees should be committed to a continuing programme of improving health, safety, and welfare performance monitored by an external audit, followed by a review of procedures as required.

Local managers and supervisors should as a minimum ensure the following processes are embedded:

- accept responsibility for managing or supervising health, safety and welfare in their areas of responsibility
- comply with all statutes relating to health, safety and welfare at work
- comply with the requirements with the university health, safety and welfare policy
- organise, plan and resource health, safety and welfare requirements relevant to and adequate for the work in hand
- instruct, inform, arrange training for, and supervise, all directly employed staff
- assist in the process of hazard identification and risk assessment for relevant areas of work or tasks
- review area and task risk assessments and procedures in liaison with senior managers

- set a personal example in matters of health and safety
- prohibit, amend, or order to cease any inappropriate activity where the department has a responsibility for health and safety, including the activities of contractors.

Action plan for processes enablers (2.5)

It is recommended that the sector:

- should adopt recognised industry standards for output specifications
- should apply recognised industry standards for input specifications
- should develop mechanisms for the sharing of best practice within and external to the sector with regards to:
  - creating quality management systems for cleaning services
  - identifying how the sector can work towards applying the new European Standard BS EN 13549:2001 'Cleaning services – basic requirements and recommendations for quality measuring systems'.

It is recommended that institutions:

- should have a clear service level statement, or ideally a service level agreement
- should develop customer feedback systems
- should develop communication processes
- should develop health and safety processes.

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3. Case studies

The EWG has selected two institutions, University of Leeds and Thames Valley University, to present the in-house service option and experience of managing an outsourced cleaning operation. Our thanks go to both institutions for providing these case studies.

3.1 Thames Valley University – outsourced cleaning service

Thames Valley University (TVU) has outsourced parts of its cleaning services operations since 1991 and has been selected for a more in-depth case study as a result. Since 1995, all of TVU's cleaning services operations have been outsourced to a number of different contractors. TVU is currently in the process of tendering all of its cleaning services contracts across its campuses, to bring all of the cleaning services operations under one external contractor.

The major reasons for deciding to outsource cleaning services were:

- difficulties in recruiting sufficient staff (in Ealing some domestic assistants working in private houses can earn up to £10 per hour)
- personnel problems within the workforce, which resulted in a disproportionate amount of Human Resources time being spent on these issues.

At present there are separate contractors responsible for cleaning the Slough and Ealing campuses. This study focused on the operations on the Ealing campus, where the contractor is responsible for all cleaning operations, having won the tender three years ago.

The relationship between TVU and the contractor has been extremely good. TVU felt the contractor has always valued the contract, been extremely helpful and co-operative. The contractor has also been a strong participant in the EFQM model that TVU is introducing into its facilities management (FM) department, to manage the quality of its operations.

For TVU the contracts manager has been the key contact responsible for the relationship between the university and the company. The contracts manager has made sure that the contractor supports the mission, vision and values of TVU and the FM department. As an example, contract arrangements are in place to ensure that extra cleaners are drafted into any areas where quality assurance visits are taking place. Their supervisory staff monitor these areas closely to ensure that they do not let TVU down, taking pride in ensuring that the areas are cleaned to a high standard.

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TVU has been very keen on ensuring that the contract has been a partnership of equals. There are no penalty clauses in the contract, but there is the opportunity for 'profit-sharing' if savings can be made on the contract. Similarly, in terms of sharing information, the contractor has been extremely open in providing information, which some other cleaning contractors have considered commercially sensitive. In terms of staff training, the contractor has allowed TVU to monitor its training to ensure it fits in with the requirements of TVU's Human Resources strategy, and the contractor's staff assist on the TVU cleaning help-desk. The contractor has also changed its staff reward mechanisms so that instead of rewarding staff within the region, the contractor now specifically rewards staff working at TVU. Staff turnover has been very low and morale appears high.

Whilst TVU have been very pleased with the contractor's quality control processes and procedures, it has supplemented the weekly monitoring that the contractor carries out with its own monitoring and feedback from a user group of key personnel in each building. These user groups comment on how well the contractor has performed against the contract specification. This group meets once a month to discuss and feed back issues to the contracts manager.

Setting up the contract specification for the new contract, to ensure it fitted in with the changing needs of TVU, has been a time-consuming process, but the university now has very good information on which to base further tenders. The first stage of the process was to undertake a self-assessment exercise to identify exactly what the university wanted (and needed) in terms of its cleaning services operation and how this would support the core business. Steering groups were then set up to develop these ideas into the formal contract documentation. In order to develop the partnership theme, the new contract will be for a five-year period, instead of the three years that TVU had previously used. In broad terms, the new contract has involved a certain amount of input specification standards in addition to the output specifications favoured by most external contractors.

For example, specified cleaning frequencies have been reduced for offices and increased in teaching areas and washrooms. More cleaning of these areas now takes place in the late afternoon/early evening to support TVU's changing teaching patterns. However, the contract has not been too prescriptive: enough flexibility has been built in to allow for changes in space utilisation. There is a three-month notice period, which allows TVU to inform the contractor if it is opening or closing buildings.

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TVU ensured that the cost per square metre was one of the key performance indicators. Costs of cleaning new buildings or changing frequencies of existing buildings can easily be calculated. Other key information that TVU has used to evaluate the tender returns has included references from employees, innovation (innovative ways of working, use of new techniques and machinery etc), how the contractor handles complaints/specific requests for additional cleaning, and how it manages the periodic cleaning schedule.

One pitfall, which all institutions intending to outsource their cleaning services should be aware of, is that they will need to pay VAT on the contract price. However, this is balanced by the fact that staffing levels are guaranteed, there is no need to cover for absenteeism, and there is much more flexibility. When TVU employed cleaners directly, their individual hours were much longer, they were fixed, there was some 'wastage', and cleaners were cleaning areas at the 'wrong' times of day. The contractor is able to employ staff in smaller time slots, and vary the supply to meet needs at different times during the day. However, the cleaning staff do not lose out, as they can go on to do more hours on other contracts (and this is what actually happens), but it avoids TVU paying for hours it does not really need.

Currently TVU pays £600,000 a year for all of the cleaning contracts in operation for 38,000 square metres of space. No decision has yet been made as to who will be awarded the new contract, but surprisingly the costs of the new tender are likely to be lower than the current costs. This is despite the fact that more cleaning will be taking place in the evenings and at weekends.

3.2 University of Leeds – in-house cleaning service

The University of Leeds was selected for a more in-depth analysis of its in-house cleaning service. It faces competition for staff from the other further and higher education institutions in the city, the NHS hospital trusts, local government and local businesses. The University of Leeds responded to all the questionnaires sent out by the EWG, gave examples of good practice, and provided evidence of successful management of change.

Clearly, it would be impractical in a brief case study to examine all aspects of its cleaning operation. Therefore, the study will provide an insight into non-residential cleaning and not the residential operation. These are distinctly separate entities at Leeds. Following a brief profile of the campus cleaning operation, the case study will look at results for policy and strategy; people and leadership; partnerships and resources; and society.

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The campus cleaning operation

The area cleaned comprises 407,000 square metres, employing 150-plus FTE staff – made up of 147 evening staff and 184 morning staff. All work 15 hours per week, supported by a limited number of full-time staff. The cleaning services manager is supported by two full-time senior supervisors, one full-time supervisor (responsible for 10 full-time cleaning operatives, known as the exterior cleansing team), and 16 part-time supervisors. Although the part-time supervisors have no pre-determined cleaning duties, they are expected to provide cover and clean where and when necessary. The cleaning services operation also employs a dedicated part-time training officer.

Policy and strategy

The cleaning service has a very clear mission statement, which links into the mission statements of the estates directorate and the institution. The service also has a business plan linked to the directorate's and institution's business plans. The cleaning services manager and the two senior supervisors are involved in agreeing the contents of the mission statement and business plan. There is clear evidence that the contents of these are communicated to all staff within the unit. The mission statement is clearly displayed in the training room and is prominently shown in the staff manual and the customers' cleaning services guide.

The directorate has drawn up extensive 'service level agreements', which are available to staff and customers. These are in fact service level statements as they have been drawn up with little or no consultation with the customer (see Glossary). They set out what the customer can expect and include specific services which can be provided but for which the customer must pay.

Customer satisfaction surveys are carried out regularly. The results of the surveys are followed up with both customers and the members of staff directly involved. The results are used to revise training plans or update the cleaning services guide.

There is a clearly defined waste management policy, with targets for reducing waste to landfill by increasing recycling and various other initiatives. The cleaning services manager carries out a waste audit once per quarter by visiting the depot and carrying out a detailed examination of the waste. This exercise has made some interesting findings. Feedback has been provided to departments, where known, and has led to changes in how departments dispose of different types of waste.

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People and leadership

As noted above, the cleaning service has a mission statement of which the staff are very much aware. Communication between staff and management and supervisors is well organised and is clearly structured to allow genuine two-way communication. Regular meetings are held with all the supervisors and the cleaning services manager, who cascade information to the cleaners. The cleaning services unit has its own part-time training officer who carries out the induction training for all new staff, organises refresher training and health and safety training. The unit also offers BICS Cleaning Operators' Proficiency Certificate (COPC) courses to its entire cleaning staff on a voluntary basis.

The unit has compiled a staff manual, which sets out the mission statement, contact telephone and pager numbers, and basic personnel and health and safety information. It also sets out how standards and performance will be monitored. As noted in the introduction, the University of Leeds faces extensive competition from other large employers in the city for cleaners. It has been necessary, therefore, to employ large numbers of students to fill the posts. Most of the students who seek this type of work are of Chinese origin, so the cleaning service has produced a manual in Chinese.

The cleaning service has a documented and structured training plan, which is reviewed regularly by the head of the directorate, the cleaning services manager, the training officer, and the two senior supervisors. There is a staff training checklist to ensure all staff have completed the training on each module. The cleaning service has a ratio of one supervisor for every 20 cleaners. The supervisors are expected to cover for absent cleaners. The service carries out exit interviews, to improve staff retention rates.

Partnerships and resources

The cleaning services manager is fully consulted regarding the setting up of the budget. A meeting takes place with the financial accountant from the directorate to establish a budget for the next financial year. This meeting normally takes place before Easter each year. The cleaning services manager sets out the requirements of the service to meet the objectives set by the university. There can be a number of subsequent meetings before a formal budget is set.

The manager is given direct control of the budget and is provided with the financial data on a monthly basis to ensure the necessary

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control is maintained. The cleaning services unit has no annual budget for equipment or capital investment, but can bid for equipment at any time during the financial year. Needs are determined in consultation with all supervisors. To date, these bids seem to have been successful.

A number of innovative ways have been devised to communicate with the unit's customers. The cleaning services manager is invited to speak at the university's induction course for all new staff and takes the opportunity to explain about how the service works, the standards and frequencies that staff and customers can expect, and how to make contact if there is a problem. The unit has made extensive use of e-mail and allows staff access to the division's web pages. There is also a cleaning services guide, mentioned above, which provides customers with details of the service's monitoring arrangements and so on.

The service makes considerable use of the contracts, requested on behalf of the North Eastern Universities Purchasing Group (NEUPG), and links with local suppliers. By negotiation with a local supplier, it has been able to close the university's central store and have deliveries made to 23 different locations. Supervisors have been given sole responsibility for the dilution of all chemicals to recommended ratios. This has achieved significant savings, as cleaners would tend to add one or two measures 'for the pot'.

Society results

The cleaning services unit recognises its obligation to the local community in three ways. Firstly, the exterior cleansing team is tasked with removing fly posters from an extensive area around the university to meet the concerns of local businesses and residents. Secondly, it analyses how much is spent with local businesses, and works with these businesses to see if that can be increased without the loss of competitive advantage to either the university or other local businesses. Thirdly, where possible, redundant equipment that is still serviceable is recycled to local schools.

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4. Background to the study

Definition:

Cleaning is the removal of dirt, soil or unwanted matter from any surface

(The British Institute of Cleaning Science)

Value of cleaning in higher education institutions

Higher education institutions (HEIs) occupy in excess of 22 million square metres of space. In percentage terms, the space usage is 38% teaching, 9% research, 22% support, 6% non-residential and 25% residential. The sector spends between £218 million and £271 million per annum on cleaning. Cleaning is estimated to employ 40,000 people at a total annual payroll cost of £183 million per annum to HEIs. Investment in equipment and maintenance equates to £9.9 million, cleaning chemicals and materials cost £23 million, uniforms and protective clothing cost an estimated £1.5 million, and £980,000 provides funding for external training.

The UK cleaning industry

The UK cleaning market, according to the Cleaning Industry Sector Workforce Development Plan 2001-03, is worth between £8 billion and £10 billion each year and includes some 30,000 firms. The industry as a whole employs a workforce of approximately 800,000 people. Three-quarters of people work part-time, and qualifications are generally at a low level throughout the industry. National trends indicate a small shift from part-time to full-time employment.

Approach of this study

This report focuses on a broad range of management issues facing the provision of cleaning services in universities and colleges. These are placed in the context of the cleaning industry as a whole, supported by insights into cleaning operations in other public and private sector organisations. The approach has followed the principles and criteria

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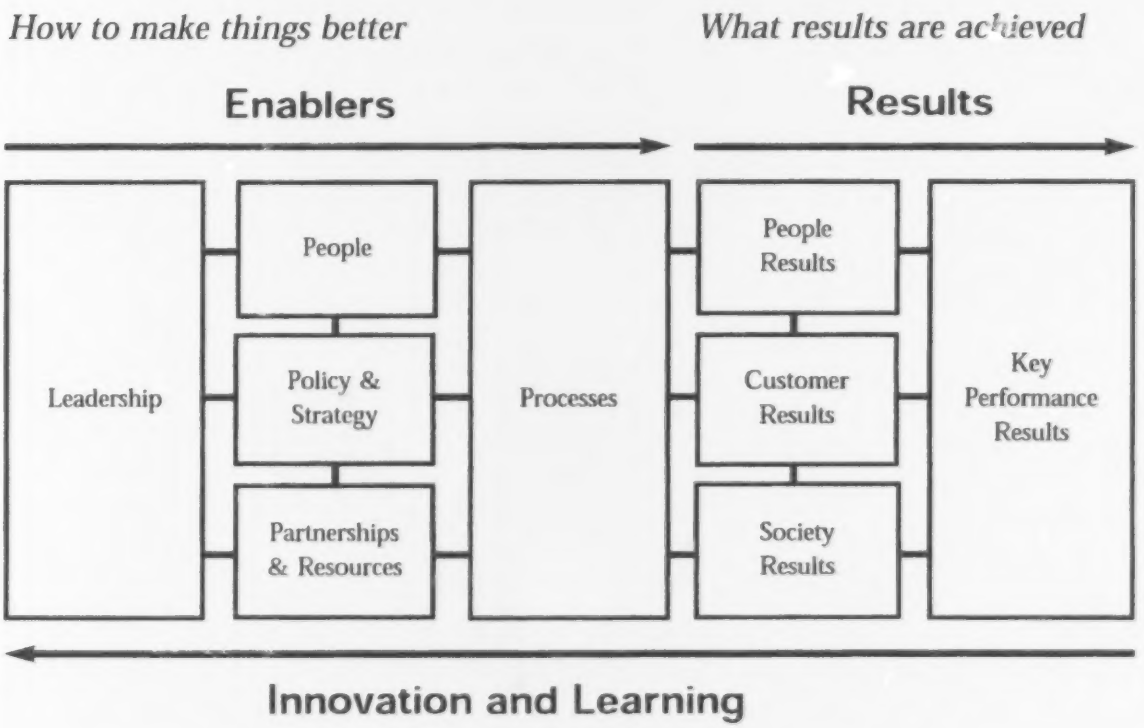
of the Excellence Model. The study presents for the first time an assessment of the overall performance of cleaning services in the HE sector using the EFQM scoring methodology.

Why the Excellence Model?

The EFQM Excellence Model is now widely acknowledged in the UK and Europe as a powerful tool for improving efficiency and effectiveness of organisations through self-assessment, benchmarking, and business planning. In the UK public sector, it is estimated that over 200 agencies are now using the model. In health care, the NHS Executive is promoting the use of the model for clinical governance. In schools, it is being used as a tool to track continuous improvement between OFSTED inspections. However, few HEIs are using this model. With increasing organisational complexity, the model can promote a common language of excellence, efficiency, and effectiveness across organisations. It enables organisations to take a balanced view of their strengths and identify where they can improve performance.

Figure 7 EFQM Excellence Model



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Good management practice project

A project funded by the HEFCE Good Management Practice programme (GMP 143) aims to evaluate the benefits of applying the EFQM Excellence Model to HEIs. It is evaluating the use of the model as a strategic tool for performance management and governance, strategic planning, developing key performance indicators, benchmarking, identifying good practice, and achieving sustainable improvement in all aspects of performance.

The project also seeks to address two key areas by using self-assessment methodologies:

- how an organisation does things in terms of the effectiveness of its management approaches
- what results are actually achieved, relating to customer, people, society, and key performance results.

HEIs in the UK were consulted as part of the VFM cleaning study through questionnaires developed using the Excellence Model's nine criteria as shown above.

From the evidence provided by HEIs, and the benchmarking against approaches in other sectors, an assessment of the performance of cleaning in HEIs has been produced for the first time, as shown in Figure 1. The results are compared with EFQM results from 1999 for the public sector average and a UK Quality Award winner. This comparison indicates the gaps which exist when applying the Excellence Model to cleaning services. In the future when this study is revisited, it will be possible to compare the performance of cleaning services in HEIs.

Using the study

The report is designed to be accessible by all levels of management within institutions. The study findings (section 1) will be of particular interest to senior managers. The whole report, including case studies and national standards checklists, will be of interest to managers involved in the delivery of cleaning services.

Consultation processes

The study consulted other public and private sector organisations on the issues facing them, and a brief summary of the findings is included. The consultation process also involved national trade

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representative bodies and associations. The EWG would like to thank the following organisations for their contribution to this study:

Cambridgeshire County Council

Sheffield National Health Service Trust

The Executive Group

British Institute of Cleaning Science (BICS)

Cleaning Industry National Training Organisation (CINTO)

Facilities Management Graduate Centre – Sheffield Hallam University

Directors of Facilities National Health Trusts

Conference of University Business Officers (CUBO)

Association of University Directors of Estates (AUDE).

The EWG would also like to thank the contributors from the HEIs who responded to the questionnaires, calls for best practice and case study materials.

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5. Consultation with other sectors and representative bodies

Extensive consultation took place throughout the period of the study. In particular, the EWG was keen to understand the wider context in which to undertake an analysis of cleaning services in HEIs.

Consultation outside the sector by the group revealed similar problems encountered in local authorities, NHS Trusts, and private sector organisations. These are described as follows by the Cleaning Industry National Training Organisation:

- the workforce remains predominantly part time
- the vast majority train and coach their staff through in-house on the job training
- recruitment and retention remain major barriers to staff development
- the cost of training and learning remains a major barrier
- negative perceptions of cleaning are prevalent
- there should be a greater emphasis on customer service issues.

There are also differences between the HE sector and these external groups:

- HEIs as a sector have not been required to undertake compulsory competitive tendering or, more recently, 'Best Value' reviews
- HEIs are not answerable to shareholders.

Brief findings from other sectors are presented below.

NHS Trusts

The hotel services director for a major NHS Trust presented its current thinking on cleaning services. The service is developing a strategic cleaning plan from which an operational plan will be drawn up. Management tools such as 'gap' and 'SWOT' analysis are supporting this work. Action plans range from short term (one year) through to medium term (three years) and long term (five years). Service specifications and service level agreements are being developed.

A Patient Environment Action Group has been created to ensure ownership of the National Standards of Cleanliness for the NHS. This

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group will monitor the implementation of the strategic plan, the standards, and their maintenance. The group will receive updates from managers on performance against the standards. This is done through exception reporting, covering failures and defects.

'Base line audits' are undertaken to identify impacts on the capability to clean and tidiness issues, and to identify the gap between current cleanliness levels and the national standards. These standards have been designed on output, not input measurements (see Processes, section 2.5). The previous input specifications had stated, for example, that an area must be cleaned three times a day rather than how clean it should be. A process for internal and external audits has been set up within a performance assessment framework. A consortium of NHS Trusts has been created to support benchmarking activities and to undertake the audits.

UK hotels

Desktop research by the study revealed that there is a growing trend for the larger hotels (1000+ bedrooms) to contract out traditional housekeeping services. Specialist cleaning in all sectors of the hotel industry is more likely to be contracted out. Budget hotel groups are actively looking at contracting out services, as are franchisers which operate a number of units.

With the increased pressure to reduce costs, hotels which do contract out cleaning are negotiating hard to drive contract prices down. The impact on costs for cleaning is being considered at the design stage of new-build and refurbishment programmes, in an attempt to reduce cleaning times. Innovations include beds which can be manually raised to ease bed making and cleaning, and 'self-cleaning' bathrooms.

Recruitment shortages in domestic services are as relevant in the hotel industry as they are in the public sector. One hotel group is now attracting an overseas workforce by linking employment opportunities to learning English, through a partnership with a local FE college.

Local authority

A director of services for a local authority presented its experiences of applying Best Value to cleaning services. (More information on Best Value can be found on the local government web pages at www.local-regions.odpm.gov.uk). Having undertaken a Best Value review it was determined that the best course of action would be to contract out the service. The authority's buildings were spread throughout the region,

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and the in-house service had struggled to meet the cleaning requirements of the authority.

A contract specification was drawn up and the service was duly awarded to an external contractor. The document covered:

- service standards
- staffing
- service times
- equipment and materials
- waste disposal
- performance monitoring frameworks.

It also gave details of how variations in the contract were to be made. The authority saw an improvement in the standards and performance of the cleaning service at a price it could afford.

External contractor

A national cleaning support services provider presented to the EWG the management techniques and systems it applied to cleaning contracts. The group had a turnover in excess of £35 million, and provided cleaning services to a number of HEIs and many schools. The company considered it provided value for money by incorporating the following issues in defined performance standards:

- routine cleaning
- periodic cleaning
- sub-contractors
- health and safety
- invoicing
- responses to service requests.

The key performance indicators applied included:

- cleaning standards
- attendance
- training
- staff turnover
- customer perception surveys
- completion of periodic audits
- response times to service requests.

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The quality performance-monitoring model was based on 'simplifying an impression of cleanliness'. Non-cleaning aspects included the condition of surfaces – wear and tear and tidiness. The cleaning aspects covered litter, dust, stains, accumulated deposits, and smell.

Training was an important part of the business: most was to nationally recognised standards for managers, supervisors and operatives. Induction training was delivered using computer-generated training modules backed up with handouts and discussions. All new staff were trained to BICS Level One proficiency.

British Institute of Cleaning Science (BICS) and the Cleaning Industry National Training Organisation (CINTO)

A meeting with the Chief Executives was arranged to gain an understanding of cleaning management issues from a professional body (BICS) and the national training organisation (CINTO), which is partly government-funded. BICS was chosen because it was the most frequently mentioned professional and training body in our sector research. The key outcomes of the meeting were:

- the EWG gained an understanding of the common issues facing all cleaning operations both nationally and internationally
- BICS and CINTO gained an understanding of the HE sector and the issues faced by cleaning services
- access to sector-wide research was made available to the EWG by CINTO and BICS; this is referenced in the body of the report
- BICS provided the EWG with a guide to standards, specifications, and productivity rates for achieving best value in building cleaning
- a partnership has been established between BICS and CINTO which will support the HE cleaning sector, including:
  - the setting of national standards for cleaning in HEIs
  - support for training and appraisal frameworks for cleaning staff
  - the creation of an association for sector managers.

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6. Working groups and contributors

6.1 UK Value for Money Steering Group

Chair: Professor David Wallace (Loughborough University)

Richard Aveling (University College Northampton)

Professor Chris Carr (St Martin's College)

John Lauwerys (University of Southampton)

Rosalyn Marshall, (Queen Margaret University College, Edinburgh)

Professor Peter Townsend (University of Wales, Swansea)

Peter West (University of Strathclyde)

6.2 Project Management Committee

Chair: Professor Peter Townsend (University of Wales, Swansea)

Professor Chris Carr (St Martin's College)

Mark Swales (Sheffield Hallam University)

Malcolm Brown (Loughborough University)

John Fell (University of the West of England, Bristol)

Andrew Paine (University of Warwick)

Liz Thomas (London School of Economics and Political Science)

David Russell (The Russell Partnership)

Brian Campbell (HEFCE)

Ian Gross (HEFCE)

Gillian James (HEFCE)

Miles Davies (ELWa)

6.3 Expert Working Group

Chair: Mark Swales (Sheffield Hallam University)

Stephen Bloye (St Martin's College)

Jont Cole (University of Bristol)

Pat McGrath (University of Sheffield)

Wendy Roberts (University of Warwick)

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Jim Shaw (University of Leicester)

Roy Whitaker (University of York)

6.4 Consultation Group

Alice Hynes (Dartington College of Arts)

Roger Mallet (University of Southampton)

Geoff Owen (Writtle College)

Derek Phillips (University of Exeter)

Christine Roberts (Keele University)

Russell Whitaker (St Mary's College)

6.5 Participating institutions

Higher Education Funding Council for England

Aston University

University of Bath

Bath Spa University College

University of Birmingham

Bishop Grosseteste College

University of Brighton

University of Bristol

Brunel University

Buckinghamshire Chilterns University College

University of Central Lancashire

Coventry University

Dartington College of Art

University of Derby

Edge Hill College of Higher Education

Institute of Education

University of Exeter

Falmouth College of Arts

Imperial College of Science, Technology and Medicine

Keele University

University of Kent at Canterbury

Kent Institute of Art & Design

King Alfred's College, Winchester

King's College London

University of Leeds

Leeds Metropolitan University

University of Leicester

University of Liverpool

The London Institute

London School of Economics and Political Science

Loughborough University

University of Luton

University of Manchester

University of Manchester Institute of Science & Technology

Manchester Metropolitan University

University of Newcastle Upon Tyne

University College Northampton

University of Northumbria at Newcastle

University of Nottingham

School of Oriental and African Studies

School of Pharmacy

University of Plymouth

University of Reading

Royal Academy of Music

Royal College of Music

Royal Northern College of Music

St Martin's College

St Mary's College

University of Salford

University of Sheffield

Sheffield Hallam University

University of Southampton

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Staffordshire University

University of Sunderland

University of Surrey

University of Surrey Roehampton

University of Sussex

Thames Valley University

Trinity and All Saints

University of Warwick

University of the West of England, Bristol

Writtle College

University of York

Scottish Higher Education Funding Council

University of Edinburgh

Napier University

Queen Margaret University College

Robert Gordon University

University of St Andrews

Department for Employment and Learning, Northern Ireland

Queen's University, Belfast

University of Ulster

Higher Education Funding Council for Wales

University of Wales Swansea

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7. Terms of reference for the report

The Expert Working Group was provided with guidelines for the content of the report by HEFCE. The table below presents the approaches taken by the study to meet the terms of reference set.

Terms of reference	Comments
1. Consider the JPPSG publication, 'Guidance on the Procurement of Services', Issue 1, September 2000	The study has used the findings on Partnerships and Resources (section 2.4) to map how cleaning services are performing on procurement issues. Consultation took place with the regional purchasing consortia on the procurement of domestic supplies.
2. Provide relevant and appropriate case studies and cameos drawn from EWG member institutions	The report has drawn from cleaning practices in institutions and other organisations, including national professional bodies and government.
3. Develop self-assessment tools using the EFQM Excellence Model	The Excellence Model can be applied at different levels within an organisation. Managers wishing to undertake an institutional self-assessment on cleaning can compare with the sector average performance in this report. (See section 8 for additional sources).
4. Identify examples from outside the HE sector – where appropriate	Summaries of the findings from EWG consultation are included involving: • NHS Trusts • local authorities • hotels • contract cleaning organisation • British Institute of Cleaning Science.
5. Develop management statistics for cleaning services, using the EFQM Excellence Model approach	Key performance results have been discussed in the study. More work is needed to establish a set of key performance indicators that can command ownership from the sector's managers.

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Terms of reference	Comments
6. Identify specific issues in respect of the following: • academic areas • residences • window cleaning • specialist cleaning – catering/laboratories • chemical cleaning • ultra-specific areas cleaned by technical staff – examples of best value • environmental • issues outside buildings – not always part of Estates function (for example, litter in a hedge is grounds maintenance, litter on the pavement is external cleaning) – but this can vary from institution to institution	The study identifies throughout references to these areas. More work is needed to ensure networks are created within the sector that support the sharing of best practice and performance data in the future. The resources available to the study did not support a detailed analysis of these specific issues. The HEPs programme, as detailed in section 1.4 on 'Society results', is currently considering the environmental issues and setting of relevant performance indicators. This will cover issues such as waste management and recycling initiatives.

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8. Glossary, bibliography and additional sources

Glossary

AUDE: Association of University Directors of Estates.

Benchmarking: the activity of comparing a particular process or result in one organisation with the equivalent in other organisations. The monitoring of activities and information to identify best practice.

Best Value: the concept, which the Government introduced to replace competitive compulsory tendering (CCT). It challenges the public sector organisation to demonstrate that they are providing a value for money service. Best value applies the following four criteria to the review process: challenge, compare, compete, and consult.

BICS: British Institute of Cleaning Science.

BIFM: British Institute of Facilities Management.

CCSA: Cleaning and Support Services Association.

CINTO: Cleaning Industry National Training Organisation.

COPC: Cleaning Operators' Proficiency Certificate.

CUBO: Conference of University Business Officers.

EFQM: European Foundation for Quality Management. This is a membership based, not for profit organisation, created in 1988 by four leading European businesses.

Empowerment: giving people authority to take decisions and to contribute to those decisions.

EMS (Estates Management Statistics): the data provided, normally by Directors of Estates or Finance, on the management of university estates. The statistics include data on cleaning services.

Excellence Model: this is a process for analysing the performance of an organisation against a number of criteria. This was created by the EFQM and used by the EWG as the basis for this study.

Expert Working Group (EWG): the team of practitioners within the sector who were tasked by the higher education funding bodies to produce this report.

Gross internal area: the total area of buildings owned, occupied and maintained by the institution and measured to the internal face of the perimeter walls at each floor level, excluding plant rooms.

FTE: full-time equivalent.

Input specification: a document setting out the expected actions to be undertaken by the cleaning services provider. This is defined by the tasks, plus the frequencies of these actions.

Institute of Leadership & Management: see NEBS Management below.

ISSA: International Sanitary Supply Association. This organisation is based in the US and has published the '358 Cleaning Times' after extensive consultation with a large variety of organisations.

Key performance indicators: qualitative and quantitative measures which can be used to measure performance over time and against other organisations.

NEBS Management: independent provider of leadership and management courses. Now known as the Institute of Leadership & Management.

NVQs: National Vocational Qualifications.

Output specifications: a document setting out the required standard in terms of how the results of cleaning should look.

Ownership: normally applies to employees or stakeholders where they have been involved in deciding any changes to working patterns or practices, and therefore feel that they are responsible for that decision.

Partnership: normally refers to the relationship between an organisation and a supplier where the relationship can be considered as mutually beneficial, whilst maintaining an objective and commercial relationship.

Service level agreements (SLAs): these are compiled after agreement has been reached, following consultation between the provider (of the service) and the customer. The SLAs set out the agreed level of service the customer can expect from the provider within the limits of the resources.

Service level statements (SLSs): these are statements of intent, normally compiled by the provider to inform the customer of the level of service they can expect.

Skills gaps: the difference between required competencies of the organisation and the present competencies in order to enable the organisation to achieve its objectives and to be competitive.

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Stakeholder: the stakeholder is any person or organisation which has an interest in, or can be affected by, the operations of/outcomes from the institution. In the case of HEIs, this may include students, staff, parents, employers, local community, suppliers and so on.

Trend data: data are compiled regularly (at least annually) and trends are monitored over time.

Value for Money (VfM): providing the highest quality of service possible with the resources allocated for the purpose.

Zero-based budgeting: this involves establishing the resources required by defining the staff, equipment, and materials needed to achieve the outcomes agreed/imposed by the organisation and/or customer. Alternatively, it refers to the building up of cost data on providing a service or undertaking a task which is not based on historical information but on needs.

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'Facilities management – improving the management of support services in higher education' (National Report, HEFCE 00/14)

'Guidance on the procurement of services' (Joint Procurement Policy and Strategy Group (Volumes 1 and 2, September 2000)

'Investment decision making: a guide to good practice' (HEFCE 2003/17)

'Management information for decision making: costing guidelines for higher education institutions' (HEFCE M13/97, July 1997)

'Rewarding and developing staff in higher education: a guide to good practice in setting HR strategies' (HEFCE 02/14)

'Risk management – a briefing for governors and senior managers' (HEFCE 01/24) and 'Risk management – a guide to good practice for higher education institutions' (HEFCE 01/28)

'Strategic planning in higher education – a guide for heads of institutions, senior managers and members of governing bodies' (HEFCE 00/24)

'Whole life costing: a good practice guide' (Joint Procurement Policy and Strategy Group, August 1998)

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Additional sources

Education

Association of Student Residential Accommodation
www.asra.ws

Association of University Estates Officers
www.heestates.ac.uk/Partners/AUDE

Conference of University Business Officers
www.cubo.org.uk

Estate Management Statistics
www.opdems.ac.uk

Higher Education Funding Council for England
www.hefce.ac.uk

Higher Education Funding Council for Wales
www.hefcw.ac.uk

Joint Costing and Pricing Steering Group
www.jcpsg.ac.uk

Joint Procurement Policy and Strategy Group for UK Higher Education
www.jppsg.ac.uk

Links to all HEIs
www.hero.ac.uk

Scottish Higher Education Funding Council
www.shefc.ac.uk

Universities UK
www.universitiesuk.ac.uk

Environment

Higher Education Partnership for Sustainability
www.heps.org.uk

HEPS: Forum for the Future
www.forumforthefuture.org.uk

Quality

European Organisation for Quality
www.eoq.org

Public Sector Benchmarking Services
www.benchmarking.gov.uk

The Consortium for Excellence in Higher Education
http://excellence.shu.ac.uk

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Cleaning

British Institute of Cleaning Science
www.bics.org.uk

Cleaning Industry National Training Organisation
www.cleaningnto.org

Cleanpoint: the online cleaning products, services and information directory
www.cleanpoint.com

Procurement

Cleaning and Hygiene Suppliers Association
www.chsa.co.uk

International Sanitary Supply Association
www.issa.com

HEPCW (Higher Education Purchasing Consortium, Wales)
http://hepcw.procureweb.ac.uk

JCACP (Joint Consultative and Advisory Committee on Purchasing)
www.ed.ac.uk/jcacp

LUPC (London Universities Purchasing Consortium)
http://lupc.procureweb.ac.uk

MUPC (Midlands Universities Purchasing Consortium)
http://mupc.procureweb.ac.uk

NEUPG (North Eastern Universities Purchasing Group)
http://neupg.procureweb.ac.uk

NWUPC (North Western Universities Purchasing Consortium)
http://www.nwupc.man.ac.uk

SUPC (Southern Universities Purchasing Consortium)
http://supc.procureweb.ac.uk

Publications

Cleaning and Hygiene Today
www.chtmag.co.uk

Facilities Management Journal
www.fmj.co.uk

Premises and Facilities Management
www.fmlink.com

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Training

Cleaning Industry National Training Organisation
www.cleaningnto.org

Institute of Leadership & Management (formerly NEBS Management)
www.i-l-m.com

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9. National occupational standards

The Cleaning Industry National Training Organisation (CINTO) has produced a publication called 'Getting it right', on using the national occupational standards for recruitment and appraisal. The text is reproduced here, with the kind permission of CINTO. The full document, including sample forms for appraisal and recruitment of staff, is available with this document on the HEFCE web-site, www.hefce.ac.uk under Publications.

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Performance appraisal for cleaners

More often than not cleaners do not get the chance to find out how they are doing in the job. They may get isolated feedback on poor/good performance but rarely get a chance to say how they feel, how they are doing and receive constructive feedback. Considering some 80% of the cost of cleaning is people, it is an expensive decision/oversight not to appraise particularly since it may well improve performance and reduce staff turnover.

Performance appraisal (PA) is an ongoing communication process between an employee/team and their immediate supervisor. It should be organised with advanced warning. It should be done at least once a year and feedback should be given in writing. Where the nature of employment is likely to be very short term, yearly may not be appropriate, however the policy should take into account the nature of cleaning work and cleaners terms and conditions of service.

If an appraisal after three - six months has the effect of reducing staff loss by even a small % it will have been worthwhile.

There are no rules that say appraisal must be done on a one to one basis. Team appraisals can equally be carried out, however, in each case the focus is different. If an individual is to be appraised then we can explore their personal situation and response to the job. For a team appraisal we must consider what the team is supposed to do and how it is performing collectively.

There are no rules that say how long it must last. For it to be effective however, it must gather a critical amount of information, and this may take 15 -30 minutes.

One of the first steps in an appraisal is to clarify the job description and responsibilities. **THIS COULD NOT BE SIMPLER USING THE CLEANING INDUSTRY NATIONAL OCCUPATIONAL STANDARDS.** These are the nationally accepted benchmark of competence in the Cleaning Industry.

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Cleaners will want to know:

- What am I expected to do
- How well am I doing
- What do I do well or not so well
- How can I do the job better
- How can I contribute more

Employers will also know that other uses of appraisals include:

- Basis for reward/incentives
- Basis for training and development
- Basis for managing change
- Basis for further recruitment/reduction in workforce
- Basis for setting revised targets for the coming year

It will work if there is a policy on appraisal, which states that as a minimum it will be annual and in writing.

It will work if the policy is communicated and enacted.

It will work if there is motivation/compulsion to do it. This will be helped if it is:

- Easy to operate
- Easy to maintain
- Easy to explain
- Easy to administer

By the same token it must also be acceptable to the workforce which will be helped if it is seen to be:

- Fair
- Understandable
- Relevant
- Job related
- Practical
- Open/transparent

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- Reliable
- Useful
- Accessible

Cleaners will not like appraisal when:

- They are unaware that its going to happen
- It makes them feel uncomfortable, worried or frightened
- They feel isolated or vulnerable
- They are less certain of where they stand after the appraisal
- They do not know why it was done or how it will be used

Cleaners can expect the following from an appraisal:

- Notice of appraisal giving details of where, when and with whom.
- A record in writing confirming it took place
- Agreement of the points that were covered
- Comments on the issues that were addressed
- An action plan of things to be done by whom and by when.

The CINTO staff Appraisal System is the only system to be based on the National Occupational Standards. It is easy to use and provides clear logical outcomes and actions which can be used. It is practical, focused and effective in achieving its goals.

The following document gives you the opportunity to appraise cleaners and map their progress towards achieving the national standard set by industry.

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Recruitment procedures for cleaners

Recruitment procedures are one of the most important procedures you will undertake in the employment of a new cleaner. Cleaning staff are your main assets and the means by which your company or organisation will be judged. Recruitment and retention of staff present a real challenge for the cleaning industry. The turnover rate is too high, takes up too much time, and is therefore too costly.

Taking care to recruit the best people for the job, and the savings that can be made by not constantly looking for new staff, are well worth the effort of getting it right first time. Using the National Occupational Standards as your template for devising the tasks you want to have carried out can help to clarify what staff are expected to do.

There are however, other elements to recruitment that cannot be ignored, and alongside measurement against the standards you should have in place

- Job descriptions and person specifications for the vacancies you want to fill
- A clear idea of the market rate for the job which reflects the (local) economy and the level of skills required
- A decision on what qualifications, if any, you want staff either to have or to acquire
- A plan for where you want to advertise the vacancies
- An outline for an induction programme to smoothly integrate new recruits into the organisation.

Effective recruitment will impact on:

- Advertising
- Interviewing
- Payroll administration
- Induction training
- Ongoing training
- Standards and quality
- Existing staff, including those covering
- Customer opinion

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- Company credibility

GUESTIMATE EQUIVALENT TO 6 MONTHS PAYROLL

There are National Occupational Standards for a variety of tasks in the cleaning industry, and the job you want to fill will determine which skills, knowledge or attitudes you want to measure candidates against. As well as the tasks that have specific requirements, there are a number of core units, which are relevant right across the board. The standards can be considered against either Level 1 (daily routine) and/or Level 2 (periodic) depending on the subject area.

You may want to decide how to find evidence that a candidate can do the job you want them to, and this can be done in a number of ways e.g. from the application form or letter, in an interview, through references or by testing the candidate.

The following document can be used during the recruitment procedure to record the evidence source, by which a candidate's skills can be mapped to the national standard set by industry. It can also help to identify any training development needs to be included at induction training.

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